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NATIONAL ASSOCIATION OF STATE LIBRARIES

Twenty-First Annual Meeting, Saratoga Springs, N. Y. July 2-4, 1918

FIRST JOINT SESSION

(With the American Association of Law Libraries.)

Billiard room, Grand Union Hotel, Tuesday, July 2, 2:30 p. m.

The meeting was called to order by Mr. Edward H. Redstone, president of the American Association of Law Libraries.

The first number on the program was a paper on the workings of the Massachusetts Constitutional Convention now in session, presented by Dr. Lawrence B. Evans, state librarian and member of the commission to compile information and data for the use of the constitutional convention.

WORKINGS OF THE MASSACHUSETTS CONSTITUTIONAL CONVENTION

By Dr. Lawrence B. Evans,
State Librarian of Massachusetts

America is pre-eminently the land of the written constitution. Such instruments of government are not unknown, to be sure, in other countries, but in America, with the exception of the brief period from the assembling of the second Continental Congress in 1775 until the adoption of the Articles of Confederation in 1781, neither the United States nor any member thereof has known a government which was not based upon a written instrument. The Virginia charters and the Mayflower compact were the progenitors of a long line of constitutions whose unbroken succession has made the American people feel almost instinctively that orderly government is dependent upon a written document in which the organization of the state shall be described, and the fundamental rights of the people shall be defined and protected. That somewhat nebulous scheme of government known as the British Constitution, which is so intangible and at the same time so real, has no parallel in the history of American institutions.

At the present time government in America is based upon forty-nine written constitutions which compose our fundamental law, shaping and controlling and restraining the political activity both of the people of our several political units and of their governmental agents. To the provisions of these instruments all enactments of subordinate law-making authorities as well as all the acts of executive and administrative officials must conform, and it is axiomatic in our law that any enactments or executive acts which do not so conform will not be given any legal effect by the courts.

In consequence of the universal prevalence of written instruments of government in the United States, and in view of the general tendency to embody a mass of statutory matter in the fundamental law and thus put it out of the reach of the legislative bodies which are so generally distrusted, the needs of a rapidly changing and complex society compel frequent revision and amendment of our constitutions. Specific changes will in most cases be brought about upon the initiative of the legislature, but a revision of the constitution as a whole will be left to a body especially elected for that purpose. Hence constitutional conventions, which in most states have heretofore met at long intervals, are likely to be called with increasing frequency, and it will be strange if in the future any state shall fail to hold a convention at least once in each generation.

In consequence of the general employment of the constitutional convention as an agency for effecting a general revision of our fundamental law, we are gradually developing in this country a new department of jurisprudence, the law of the constitutional convention. This fact has been somewhat obscured by the historic meaning attaching to the term "convention."

In the past the word has been associated with revolution, and hence in our minds the conventions which are now so ordinary a phenomenon in the United States are often associated with the Convention Parliament which was a part of the Stuart revolution in England, and with the National Convention by which the feudal regime was overthrown in France. Indeed in the history of the United States our first conventions were of this same revolutionary nature. The most important body of this kind was the Federal Convention of 1787, which met without constitutional warrant, drew up a new instrument of government which it had no legal authority to draw up, and recommended its adoption by a procedure which was in direct violation of the fundamental law.

Names, however, are often more permanent than things. His Majesty, King George V., is styled Defender of the Faith, although he repudiates the authority of the pontifical office from which that title was derived, and the faith of which he is the titular defender is not the faith for which the original recipient of the title stood sponsor. The State of New York possesses a Supreme Court which is not supreme, and the General Court of Massachusetts is not a court at all. These misnomers are not more marked than is the term "convention," as applied to the chief organ in the orderly and strictly legal process of constitutional revision; and just as the sovereign of England is still styled Defender of the Faith although the faith has changed, and just as the Supreme Court of New York and the General Court of Massachusetts retain names which are no longer a correct description of them, so the constitutional convention by its very name often leads to a wrong conception of its character, and obscures the course of its development during the last century, as a result of which it has now come to be a normal and entirely legal organ of government. Occasionally, to be sure, one still finds a convention which, like the Illinois Convention of 1862, re-

gards itself as the embodiment of popular sovereignty, and hence free from any restraints of existing law, either constitutional or statutory. These precedents cannot be altogether disregarded, but they are becoming less and less frequent, and represent a conception of the constitutional convention which is bound to disappear.

Among the many conventions which have recently assembled or are about to assemble in the several states, the Constitutional Convention of Massachusetts, which met in Boston June 6, 1917, possesses two or three features which give it more than a local or transient interest. In the first place the constitution which it is revising is the oldest written constitution now in force anywhere in the world. It is not the first document of this kind, but all which preceded it have passed away. In his address at the opening of the convention, Governor McCall drew attention to this fact and urged the delegates to remember that an instrument hallowed by such antiquity and under which the Commonwealth had prospered should not be set aside lightly or without serious reason. In the second place, the Constitution of Massachusetts is the last survivor of that group of instruments of government which were drawn up during the American Revolution, under the influence of a political philosophy which regarded all government with distrust. Officers, it was thought, were bound to abuse any power with which they were vested, and the framers of government were therefore largely concerned in devising a system of checks and balances which often resulted in preventing action of any kind. Perhaps there is no sharper contrast between the convention now sitting in Boston and its predecessor of 1780 than in their outlook upon government. Instead of balancing one officer against another, the present convention looks upon government as an organization which is intended to act, and it is therefore endeavoring to devise machinery by which the many new functions which government has assumed since 1780 may be discharged. I need not remind

you that the language of the Massachusetts Constitution of 1780 is that of John Adams, to whose florid nature is perhaps traceable not only the grandiloquence of some of its sentences, but also the fact that in its contents the instrument is a combination of fundamental law and political pamphlet. An effort was made in the present convention to expunge from the document some of its political generalities which seem unsuited to such a place, but the rhetoric of John Adams is dear to the heart of Massachusetts and his glowing periods will still adorn our fundamental law. In the third place the work of the Massachusetts Convention is distinguished from that of similar bodies in other states by the fact that the instrument which it is revising is one of the briefest of all the state constitutions now in force. Hence the task of adapting an eighteenth century constitution to the needs of twentieth century society is comparatively easy. It is a maxim of our constitutional law that the legislatures of our states possess all authority of which they have not been specifically deprived. In most of the states the list of restrictions upon the power of the legislature is long and tends to increase. In Massachusetts the specific restrictions are few in number, and the amendments which have been adopted or which are now under consideration tend for the most part to remove the few restrictions that exist and to state specifically that the legislature shall have authority over certain subjects in order to prevent a decision to the contrary by the Supreme Judicial Court.

When I was invited to prepare this paper, I was asked to speak particularly of that part of the work of the convention with which I was most intimately associated, because it was in this connection that the convention has made certain innovations which may be of interest to similar bodies in the future, and which in some States might especially concern the state librarian. A year before the New York Convention of 1915 assembled, a commission, consisting of the speaker of the

house, the president of the senate and three citizens chosen by the governor, was established for the purpose of compiling information which might be useful to the delegates. It was this body which was perhaps responsible for the enactment by the legislature of Massachusetts of an act authorizing the governor to appoint "three learned and discreet persons" who should constitute a "Commission to compile information and data for the use of the Constitutional convention." While the New York and Massachusetts commissions have similar titles and had the same general purpose, they were in many respects quite dissimilar both in what they undertook and in their methods of procedure. At the risk of seeming to sit in judgment upon the New York Commission, to whom my colleagues and myself are much indebted, I think it well to indicate some of our differences. The publications which were prepared by the New York commission for the use of the New York Convention were notable for their scholarly character, and some of them were encyclopedic in the exhaustiveness of their treatment. The "Index-Digest of the State Constitutions" was one of the most helpful publications of the kind which has ever appeared in this country and is as well adapted to use in one state as in another. Our commission was enabled through the generosity of some of the New York officials to purchase ten copies of this volume for the use of the Massachusetts Convention. These we brought up to date by inserting under the proper headings references to constitutions and amendments which had been adopted since the date at which the makers of the Index-Digest stopped. The other publications of the New York Commission were hardly less noteworthy. I would especially mention the volume on the "Government of the State of New York," perhaps the most complete outline which has ever been published of the government of any state. In fact it was the completeness of these publications which seemed to the Massachusetts Commission to be their chief defect. When we came to con-

sider the question as to how we could be of most use to our convention, we reasoned that the delegates were busy men of many interests, who had neither the time nor in many cases the necessary training for the sifting of material. Whatever might be the case with the New York Convention, we were confident that if we embodied our data in bulky volumes, we would be politely thanked for our services, but the books themselves would be little used. We finally concluded that we would be most helpful to the convention if we should issue a series of bulletins dealing with the most important subjects which the convention was to consider. To this end we sent a circular letter to all the men, about nine hundred in number, who took out nomination papers for election to the convention, asking them on what topics they would suggest that information be prepared. About one hundred topics were mentioned, and from these we selected about thirty-five which seemed to be of general interest and importance. On each of these we prepared a special bulletin of which an edition of five hundred copies was printed and a copy was sent to each delegate as soon as it was issued.

It seemed to us that these bulletins must possess three qualities:

1. They must be concise. As already indicated, the delegates had neither the time nor the inclination to make a close study of bulky treatises. Furthermore the merits of constitutional provisions do not depend upon refinement of detail. Constitutions should deal with large principles, and these should be considered in a broad way. Hence our bulletins should present in a clear and orderly fashion the essential facts as to each of the questions with which they dealt.

2. They must be authoritative. It is a most important part of the work of such a commission to sift the wheat from the chaff and submit to the convention authentic information which it may safely use as the basis of its action. To this end our commission exerted itself to the utmost to insure accuracy of statement. We did not always succeed, but our errors—at least such of them as I know of—were only errors of detail, and would not be sufficient to invalidate any conclusions

which were based upon the statements which we submitted.

3. They must be impartial. It is the function of such a commission to supply facts and not arguments. Let it give the convention the necessary data and the delegates will then draw their own conclusions. Furthermore the commission must not allow itself to show partiality by suppressing some facts and emphasizing others. This requires, on the part of men who hold decided opinions, an heroic degree of self-control, but it is not impossible of attainment, and they will have their reward in winning the confidence of all parties in the convention.

The commission has published thirty-three bulletins in which we have tried to embody these qualities of conciseness, authoritativeness, and impartiality. It has been a source of the greatest gratification to us to see how useful the convention has found these bulletins and how thoroughly the delegates have become convinced that they are both authoritative and impartial.

Besides these bulletins, the commission published a "Manual for the Convention," the chief feature of which was the text of the Constitution of Massachusetts annotated with full references to the decisions of our Supreme Judicial Court interpreting its several clauses. This annotation was chiefly the work of my colleague, Mr. Hoar.

In addition to the duties which are implied in its long and cumbersome title, the commission performed various other functions. At the opening of the convention it was suggested to us that we might be useful in assisting the delegates in the drafting of amendments. For several days all of us were in attendance at the rooms of the commission for the purpose of rendering such assistance, and a very large number of delegates called upon us for help. While the committees of the convention were holding hearings on proposed amendments, members of the commission were invited to appear before them either for the purpose of giving information which we were not yet ready to print, or, as in the case of Professor Munro, for the purpose of testifying as an expert on the subject under discussion. The most important service which I was called upon

to render in this connection was in the drafting of the amendment dealing with old age pensions, health insurance, and other forms of social amelioration. I spent several days with the committee having this matter in charge and submitted numerous drafts. As the committee could not agree upon any one form all of them were reported to the convention where they are now under consideration.

Early in the convention, when the commission had practically completed the work for which it was established, some of the committees, particularly the Committee on Form and Phraseology, intimated that they would require permanent assistance throughout the session. After considering various plans for obtaining such assistance, I was appointed under authority of the convention to be technical adviser to committees. In that capacity I am called upon to perform a considerable variety of functions, including the gathering of all sorts of information, the rendering of opinions upon questions of law and conferring with individual delegates and with committees as to various proposals under discussion. My most important duty, however, is in connection with the Committee on Form and Phraseology. Under the rules of the convention, every amendment upon passing to its third reading is referred to this committee. The chairman then turns it over to me for examination, and when I am ready to report, he calls the committee together for the consideration of the amendment in its original form and any changes which I have suggested, or which may be proposed by members of the committee. The object of the committee is to see that the amendment is so drafted as to express clearly and without ambiguity the intent of the convention. If literary grace can be added to clarity of expression, so much the better, but clearness and precision are the prime essentials. While the recommendations of the Committee on Form and Phraseology have great weight with the convention, they are not always accepted. Constitutional conventions, like legisla-

tures, are subject to influences which do not always make for the best results. Some of the delegates, who have not had the benefit of legal training, are afraid to trust the concise and exact language of the committee and insist upon the insertion of clauses which add nothing to the amendment except superfluous words, and the convention in a friendly spirit of concession accedes to their wishes. Other delegates insist upon phraseology which is the outgrowth of rivalry between party leaders. These are blemishes, for a constitution should contain no words that are unnecessary, but I think that in no case have they obscured the meaning.

The president of the Massachusetts Convention has said that he regards the Committee on Form and Phraseology as the most important committee of the convention. Any lawyer who is familiar with the amount of litigation which is due entirely to the careless drafting of constitutions or statutes will probably agree with him. It is a committee with which every convention and legislative body ought to be provided. We are all familiar with the work of the Federal Convention's Committee on Style. The Michigan Constitution of 1908, which is notable for its excellent draftsmanship, owes its merit in this particular to the same device. Much of the success of such a committee depends, of course, upon the qualities of its chairman. In this respect Massachusetts was unusually fortunate. Broad-minded and level-headed, with a good sense of proportion and a keen sense of humor, an able lawyer and a man of wide experience in affairs, a better equipped chairman could not have been found than Augustus P. Loring.

I have spoken thus far of the machinery of the convention. What of the results? The question which has been uppermost in the public mind since the holding of a convention first came forward for discussion is whether Massachusetts should adopt some form of initiative and referendum. A measure covering this subject which was reported to the convention occupied the

center of the stage throughout the session of 1917, but was put aside from time to time to permit the consideration of other questions which it was deemed necessary to submit to the people at the November election. Three such measures were agreed upon by the convention and adopted by the people. Each of the fourteen counties returned a majority in favor of each amendment.

The first of these empowers the legislature to provide for voting by voters who are absent from home on election day. Absent voting is not unknown in America, but it has usually been thought of as a war measure enacted in order to prevent the disfranchisement of soldiers and sailors. Aside from this class, however, it has been estimated that more than 20,000 voters in Massachusetts—locomotive engineers, brakemen, traveling salesmen, chauffeurs, fishermen and students—lose their votes every year through absence. These men, rather than the soldiers and sailors, were uppermost in the mind of the convention when it passed this amendment with practically no opposition. It was ratified by the people by a vote of 231,905 to 76,709.

Another amendment authorizes the legislature to make provision for public trading in the necessities of life and for shelter in time of public exigency. Massachusetts has been visited several times in recent years by such calamities as the great fires at Chelsea and Salem; and the rule laid down in *Lowell v. Boston* (1873), 111 Mass. 454, seemed to make it impossible for the state to extend adequate relief. These events, but especially the present conditions of living which bear with particular hardship upon the poor, were responsible for a strong sentiment in favor of enlarging the power of the legislature in this direction. This amendment also received popular ratification by a vote of 261,119 to 51,826.

The third amendment adopted by the people in November was the "anti-aid amendment," which prohibits any appropriations of public money to institutions

not under public control. From 1860 to the end of 1916 Massachusetts had appropriated nearly \$19,000,000 for institutions of this kind. In recent years the attempts of various churches to obtain public funds for their schools and hospitals were dividing the people of the state into hostile groups and creating an atmosphere of suspicion and antagonism. Several times amendments have been introduced in the legislature forbidding appropriations for institutions under the control of any church; but the convention went further, and by a vote of 275 to 25 adopted as drastic a provision as possible. Except as provided in existing contracts, there is henceforth to be no appropriation of public money for any private institution. In the weeks preceding the election this amendment was sharply debated. The Catholic hierarchy, led by Cardinal O'Connell, strongly opposed its adoption, on the ground that it was an attack on the Catholic Church, and was unjust to that body in that it shut off the possibility of aid to the parochial schools. One of the most gratifying features of the vote on the amendment both in the convention and at the polls is the fact that it did not divide on religious lines. There are about one hundred Catholic delegates in the convention, only nine of whom voted against the amendment, while at the polls both priests and laity showed marked independence. The amendment was ratified by a vote of 206,329 to 130,357. By this action it is hoped that a most troublesome question has been permanently removed from political discussion.

For the purpose of comparison it may be well to state that the total vote for all candidates for governor at the November election was 387,927, while the total vote for and against each of the amendments was respectively 308,614, 312,945 and 336,686.

When these three amendments had been submitted to the people, the convention resumed its discussion of the initiative and referendum, and finally adopted a measure which provides for the initiation

by the people of both constitutional amendments and of laws and also for a compulsory referendum on enactments of the legislature. The measure is too long for detailed description, but its distinguishing feature as compared with similar measures in other states may be said to be its exemptions. Neither the judiciary, nor judicial decisions, nor the anti-aid amendment, nor any of the great safeguards of liberty set forth in the bill of rights may be made the subject of an initiative petition. Having adopted this amendment by a vote of 163 to 125, and having provided that it should be submitted to the people at the state election of November, 1918, the convention adjourned until June, 1918.

A result of the convention which it is impossible to appraise but which some of its members would assign to the first place yet remains to be noted. In a country of such a vast and varied population as that which inhabits the United States, one of the chief dangers to the public welfare is that racial or religious or economic groups may in time coalesce into social or political groups the members of which will think of the group to which they belong rather than of the whole body of citizens of which the groups are but parts. In no section of the country are all the elements for such division present in a more marked degree than in Massachusetts. It is one of our oldest commonwealths, and like all old and well-settled communities it has always looked askance upon newcomers. Whether the stranger was the Baptist of Roger Williams' time invading the stronghold of established Congregationalism, or the Anglicans of the eighteenth century, or the Irish driven across the seas by the famine of 1847, or the Italians, who have taken the place formerly held by the Irish, or the Greeks and French-Canadians and Portuguese and the Jews of Russia and Germany and Hungary—whatever the race or religion of the immigrant, he has always met with a degree of hostility which to some extent has forced each racial and religious group to preserve its identity as a means of self-protection. In emphasiz-

ing the unfriendliness with which the newcomer had to contend, I do not ignore the many generous and broad-minded men and women who rejoiced that the opportunities which they themselves had enjoyed in Massachusetts should be open to the sons and daughters of lands less favored, but no one can study the history of the old Bay State without also encountering the other side of the picture. Incidents the memory of which can have no other effect than the keeping alive of passions which in the public interest ought to be allayed are part of the record and cannot be forgotten. The powder is there, and at any time an intemperate word may be the match which will produce an explosion disastrous in its consequences.

The antagonism which a settled and conservative community instinctively feels towards a newcomer was intensified in the case of Massachusetts by the fact that the newcomer represented alien religious faiths. The history of Massachusetts is one long story of religious controversy. From the time of the exile of Roger Williams and Anne Hutchinson, from the persecution of the Salem witches and the hanging of the Quakers on Boston Common, from the reign of the Mather family to the more spacious but no less intense days of William Ellery Channing and Theodore Parker, the ancient commonwealth has never ceased to be exercised by a spirit which found it difficult to admit that religious liberty was not the surrender of religious convictions, but merely a recognition of the fallibility of human judgment and the sacredness of rights of conscience. It was reserved for Phillips Brooks to demonstrate that the basis of tolerance is neither indifference nor surrender, and that tolerance can only exist when founded upon conviction. That truth has not yet been fully accepted, and in Massachusetts and probably in all other parts of the Union, there are thousands of earnest and conscientious souls who would willingly see the secular power employed for the enforcement of their own particular religious tenets.

Massachusetts is an industrial community. In few states is so large a proportion of the people engaged in mechanical and manufacturing pursuits. In few states have the interests of the employer and the employed been brought into sharper conflict or have stronger efforts been made by the enactment of legislation to preserve the just rights of both. Vast industrial corporations—in some cases the largest of their kind—have been organized there and find their natural counterpart in the labor union. As a result Massachusetts is familiar with both the merits and the defects of the corporation and of the union. Here again is an array of organized interests which an excess of zeal on either side or personal ambition or an unworthy seeking for individual advantage may easily bring into open conflict.

In a community charged with such potentiality of discord, a body such as our Constitutional Convention operates as a channel of reconciliation. It is easy to denounce what seem to be objectionable views and tenets so long as they remain abstractions. But when we find that those doctrines which seem to us so repellent are supported and advocated by men whom we know and respect and trust, denunciation becomes less easy, and intolerant opposition gives way to sympathetic examination. While we may not be convinced of our own error, we are likely to find that whatever views of public policy are held by a considerable body of intelligent American citizens are entitled to a candid consideration, and the more they are considered the more likely are we to conclude that the whole fabric of public welfare would not be wrecked by their adoption. And it is in this way that the Constitutional Convention has operated as a channel of reconciliation. For six months last year, more than three hundred men representing every important racial and religious and economic interest in the state met face to face and considered together the fundamental law. Among them were several Jews, more than a hundred Catholics, Protestants of every de-

nomination and men of no religious profession at all. And it was a great moment in the convention when a leader of the extreme Protestants said of his colleagues on the committee that brought in the Anti-aid Amendment, "I am now convinced of the absolute sincerity of every member of that committee. I was not so convinced when we began." The leaders of the great racial elements of Massachusetts were present—the Irish in considerable numbers, the French-Canadians, the Italians, Jews from Russia and Hungary—even the Yankees. The financial and industrial interests of the state were represented by such men as the president of the Plymouth Cordage Company, the treasurer of the United Shoe Machinery Company, and the president of the American Paper Company, while the workers were represented by men who not only adequately expressed their point of view, but who made positive contributions to the work of the convention. As a result of the personal contact of these three hundred men, I am sure that the commonwealth is more unified than it has ever been before. I am sure that the various racial and religious and economic groups which might so easily be converted into social or political factions are less antagonistic than they have ever been before. Quite apart from the merit of the proposals which it may formulate for submission to the people, the convention has justified itself by enabling the people of the state the better to understand themselves, and hence the better to equip themselves for the discharge of the tasks which lie before them and for the solution of the problems which the future will bring.

Next was presented the paper of Mr. William Parr Capes, secretary of the New York State Conference of Mayors, upon the work of the Bureau of Municipal Information of that Conference.

THE BUREAU OF MUNICIPAL INFORMATION OF THE NEW YORK STATE CONFERENCE OF MAYORS AND OTHER CITY OFFICIALS, ITS FUNCTION AND ITS ACCOMPLISHMENT

By William Parr Capes, Director,
Secretary of the New York State Conference of Mayors

New York State has found what it believes is the most effective implement of warfare yet devised against inefficiency in municipal service. This belief is based on the results obtained during three years of operation of its State Bureau of Municipal Information, an institution unique in the history of municipal government.

By it the cities have now made it impossible for any of their officials to offer valid excuse for wasting public funds on theories and experiments which others have tried. Whenever such a condition is brought about—and it can be brought about, for New York State has pointed the way—efficiency in municipal service will be rapidly advanced. Because of its success and the possibilities which this unique activity holds out for the future, we are grateful for such an opportunity as this to inform the people in other states about New York's coöperative plan for securing municipal data, so that they may profit by our experience.

What are we doing?

After having studied for four years the problems of cities and the work of public officials, the New York State Conference of Mayors and other city officials, an organization composed of all officials in all the cities in the state, concluded that the chief need of its municipalities was a central clearing house of information. It was therefore decided in June, 1915, to establish what is known as the State Bureau of Municipal Information. The conference elected a bureau council of five Mayors, which appointed a director and instructed him to organize the new activity in such

a way as to perform its designated functions.

After three years of hard work we believe that we have succeeded fairly well in filling a long-felt want in public life. We have established a most cordial and valuable relationship with the New York State Library so that that immense plant of information and its staff of researchers are coöperating with us at all times. All printed material received by the bureau, except the annual and special reports of New York State cities, is sent to the library where it is indexed and filed. When an inquiry is received from a city, the bureau telephones to the library and the staffs of the different departments make a thorough research. The publications containing the desired information are then sent to the bureau where they are studied and kept until the report has been completed. As a result the bureau does not have to maintain a large reference library or a large staff of researchers, both of which are essential in our work.

In our preliminary study of existing bureaus of information we found one class operated by some particular city and another class operated by a state through some department of the government. The principal weakness of those bureaus of the first class was their inability to secure sufficient funds to build up and maintain a large reference library and to employ a competent staff of researchers. Those operated by some state department could not secure the coöperation of the cities. You will therefore see that by the plan we have adopted these weaknesses have been eliminated, and that we are able to operate at a minimum expense.

The bureau is in daily touch with each official, division, bureau and department of all cities in the state. It receives daily from a clipping bureau all newspaper articles about municipal work in all of the cities in the state. We have established a coöperative relationship with each municipal league in the thirty-five states which have those organizations, and with many public and private agencies gather-

ing and studying statistics and data about cities in the United States and Europe. The bureau is on the mailing list of over one hundred firms which manufacture municipal products or are offering expert service. We receive all of their catalogs, price lists and other literature as soon as they are issued. This material is sent to the State Library where it is indexed and filed for ready reference. The bureau has on file in its office the basic data about all municipalities in the state, such as the charters, ordinances, budgets, annual and special reports, building, housing and sanitary codes and other rules and regulations. I am sure you can appreciate the value of having at one central point in the state absolutely accurate and up-to-date information about the municipal laws and regulations of all the cities. During the session of the legislature the bureau receives daily reports of all bills introduced and copies of all bills affecting municipalities. It also receives notices of all hearings and the daily progress of all legislation in which the cities are interested. The staff is in close touch with every state department, and upon request and after receiving detailed instructions, represents any city before any branch of the state government located at Albany. These are the present facilities of the bureau and with them we have been able to procure any information that any city official has called for.

Let me next briefly describe and illustrate how the bureau uses these facilities.

The chief function of the bureau is to furnish all available information about any municipal problem to any New York State city official requesting it. When an inquiry comes to the bureau all departments of the State Library are asked to send the information they have on the subject. If additional information is required letters and sometimes questionnaires are sent, not only to New York State cities but also to municipalities in other states. While we supply information only to New York State cities, we go all over the world for information we desire. If the informa-

tion desired is not too detailed or technical and does not call for opinions, the state leagues and other cooperating agencies are called upon. To illustrate: If the bureau wants information of this character about Pennsylvania cities, it does not write to each city, but sends one inquiry to the division of municipal statistics and information of the Pennsylvania State Department of Labor. Our bureau has an agreement with this and other public and private agencies to supply information about New York State cities and in return to receive any information it may desire about the cities in the state or section covered by the particular agency. In this way all of the agencies interested are able to get information more accurately and quickly and at less expense and effort than they could if such a plan were not in existence. At the same time the officials of the cities are saved trouble and expense. After the data have been collected and collated a report is prepared. If the report is of general interest, it is either printed or multigraphed and a copy sent to the mayor of each city in the state with a request that after examination he refer it for permanent filing to the particular official, bureau or department interested. If the report is of interest to one or a limited number of cities, six copies are typewritten, one being sent to the city making the inquiry and the others placed on file until called for by any city official.

The second function of the bureau is to gather data and distribute the information among city officials. The staff is constantly on the lookout for information which it believes will interest city officials. When the Director of Public Works of Philadelphia issued his much-talked-about annual report, sixty copies were obtained by the bureau and one was sent to each mayor in the state. All court opinions and state department rulings affecting cities are sent to interested officials. In this way various reports and much literature of interest to municipalities have been sent to officials.

To keep city officials in touch with one another by distributing new ideas and

plans is the third function of the bureau. The city of Syracuse was successful in operating a municipal asphalt plant. When the report was ready for distribution, a copy was sent by the bureau to each city in the state. When the Health Department of the City of New York decided to abolish terminal fumigation copies of the order and report of the experiment that had been made were sent to each municipal health officer in the state. These are only two of the many new ideas which have been distributed among officials by the bureau.

Another duty the bureau has to perform is that of watching all legislation affecting municipalities and keeping the cities informed about this kind of legislation. As soon as a bill has been introduced the bureau receives a copy. If the bill is general in character, it is referred to the legislative committee of the Conference, which later instructs the bureau what to do; if the bill affects only one or a few cities, notification is sent to the mayors of these municipalities with a request for instructions if any action by the bureau is desired. The progress of the legislation is watched, and the cities affected are kept informed. Whenever the bureau is required to appear before a legislative committee, special care is taken to impress upon the legislators that it is acting only as the agent of the city or cities.

The director of the bureau upon request and instruction appears before any state department for any city. One city had had difficulty with the state civil service commission. The bureau received detailed information about the controversy, and after a few conferences with the state body it was able to submit facts which resulted in a satisfactory understanding. Several cities have asked for opinions from the attorney general. The bureau has obtained them, and when any was of general interest, it was sent to all cities in the state or mentioned in the bureau bulletin. In like manner the bureau has represented one or more cities before practically every state department.

After the bureau had been established a few weeks, it equipped itself to supply information about the manufacturers, price lists, etc., of apparatus and products used by cities. As a general rule the city departments have neither the facilities nor the help to keep in shape for ready reference the catalogs, etc., which they need when considering the purchasing of materials. Then, too, when one administration goes out and another one comes in, the material which has been collected is considered old and therefore goes into the waste basket during the house-cleaning process. With the service which the bureau has established, the officials of all departments of every city have at their disposal an immediate source of reliable and up-to-date information. One city asked the bureau to send it information about the manufacturers of street signs. A list of manufacturers was prepared and sent to the city with the information that each maker had been notified by the bureau to send to that city its price lists, samples and other information about its products. The manufacturers were then notified that the city was in the market for street signs and were asked to send to its city engineer the information he desired. Another city wanted to know the names of the makers of street traffic signals. At that time there were only two firms making these signals and neither was advertising in any publication. The bureau succeeded in putting the makers in touch with the city. Much work of this character has been done, but not so much during the last year as previous to the declaration of war, because municipalities are now doing very little construction work.

By means of its newspaper clipping service the bureau is able not only to keep in touch with the activities of all cities in the state, but also many times to anticipate their needs. One clipping informed the bureau that the common council of a city had referred to one of its committees the task of preparing specifications for the collection and disposal of the city's garbage. Without waiting for the city to ask

for the specifications of other cities, the bureau sent the information to the chairman of the committee. When it learned through another clipping that a city administration was discussing the salaries that should be paid to its school teachers, the discussion having been started by a demand by the teachers for an increase, the bureau sent to the mayor of that city a report giving the salaries of all school teachers in the state. Another city appointed a special committee to investigate the subject of water sterilization. The bureau was notified through its clipping service and immediately sent its report giving the experience of cities in the United States with liquid chlorine, the ultra-violet ray method and hypochloride of lime. When another New York State city got into a controversy over the salary it should pay its health officer, the bureau sent to the mayor the opinion of the attorney general on the subject, and received a reply in part as follows: "Thank you for the information. It is proof of the fact that you are on the job."

The bureau issues semi-monthly a multi-graphed bulletin containing general municipal information, announcements of the activities of the Conference and bureau, and a list of subjects researched during the previous two weeks. These bulletins are sent to the mayor and city clerk for permanent filing. Each city, therefore, has two places where any of its officials can learn what reports the bureau has prepared and what information is immediately available.

Why are we doing this work?

After the city officials of the state had organized nine years ago, we began to hear discussion at the annual gatherings about making city administrations more effective. There was plainly evident a dissatisfaction because of the comparatively few results obtained by public officials for the amount of energy they put into their work. Not until a comprehensive study had been made by the officers of the Conference did these officials begin to comprehend the real cause for the many

obstacles with which they had to contend. A lack of knowledge about the multitude of city problems, insufficient time to gather and collate the information they needed in solving these problems, and inadequate facilities to ascertain where the needed data could be obtained—these were found to be the barriers over and around which every conscientious public official found himself unable to get. Our investigation showed that the personnel of the city administration is constantly changing, and that every official had to grope through a maze of perplexities and uncertainties in his effort to solve the many intricate problems involving the expenditure of large public funds. Guesses constituted the foundation of many important decisions. Much needless and costly experimentation was being done simply because a particular city department did not know and had no effective means of learning that some or several other cities had already solved a particular problem. Duplication of time, labor and expense to obtain information about systems, unit costs and results in other cities was found to exist in every city. At least five cities were writing everywhere to learn what others had done to regulate the jitney bus. None knew at the time that the information had already been collected by a national organization and was available. One city started to collect data about the number of policemen employed per thousand of population and per square mile of area without any knowledge that the comptroller's office in New York City had spent money and considerable time in gathering the same information from the hundred largest cities in the United States. Only recently the head of a charities department in one city informed me that he was just starting to write to the principal cities in the United States asking for copies of blank forms used by relief visitors. When I told him that we already had these blank forms on file in the bureau and that we would loan them to him, he was not only surprised but delighted. I might cite instance after instance of this kind, but these I believe

will be sufficient to illustrate the condition which was found to exist.

When the president of the Conference and I made a trip through the state studying the city governments, we found on every hand convincing evidence that the great need of municipal officials today is knowledge. One instance will be sufficient to illustrate the point. In one city, after learning about the municipal activities, we casually asked the price the city was paying for its five-light ornamental cluster system. As a result of our inquiry we learned this: This particular city and another one located twenty miles distant were receiving power to light their streets from the same company, both had installed five-cluster light ornamental systems which were practically identical and the service furnished by this lighting company to each of these cities was practically the same. One city was paying \$91.00 per cluster and had signed up for a ten-year contract with eight more years to run. The other city was paying \$47.25 per cluster and had signed up for a five-year contract which was to expire within two years. After the bureau had been established and we had made a compilation of rates for street lighting in every city in the state, the officials of the city which was paying \$91.00 knew for the first time that they were operating under an expensive contract. Had the bureau been in operation when the contract was under consideration, this city would have known the rates its sister city was paying and profited thereby.

We obtained an abundance of evidence in every city that each official is anxious and striving to serve his constituents as best he can. We also satisfied ourselves that municipal affairs are honestly administered. But in every city we found its officials confused because of the increased responsibility and the increased functions of municipal government that within recent years have been placed upon them. This is a perfectly natural result of what we have all been striving for, viz., a keener interest in municipal affairs on the

part of the general public and a desire on the part of the officials more efficiently to serve the public. All sorts of things are now being done by cities which a few years ago were done by the people themselves or not at all. As a result the sphere of action of municipalities is constantly enlarging, therefore the necessity for trained officials is increasing, and this necessity has brought with it the need by public officials of more knowledge about urban problems. That is the situation we have been facing and by the establishment of this State Bureau of Information have tried to meet.

What have we accomplished?

We have met promptly the increasing demand for information by all cities in the state. We have researched and prepared and issued reports on 350 general municipal subjects. Several of these reports are voluminous, particularly those relating to municipal house-cleaning problems, such as the method and cost of collecting and disposing of garbage, ashes and manure in and by American cities and the various types of sewage disposal plants and the cost of operation. These reports have recently been published in book form.

The bureau has compiled the water rates and the cost and method of street lighting in all Empire State municipalities. It has prepared reports giving the salaries of all city officials in each municipality, and for one city it prepared a report giving the salary of 178 different officials in twenty-eight of the fifty largest cities in the United States. It has obtained the experience of American cities which have used wood block, bitulithic, asphalt block and concrete for pavement. It has compiled information showing how they regulate by ordinance various activities. It has prepared reports on the experience of cities with various methods of sterilizing water, repairing brick pavement, steel and concrete bridges, public markets and their regulation, night schools to teach English to foreigners, care of charity patients by private hospitals, various forms of government, municipal piggeries, methods of in-

asuring public buildings, waste collection by motor trucks, municipal electric light plants, oiling streets and the various materials used, method of selecting assessors, municipal subways, women on the police force, assessing the cost of ornamental street lighting systems, municipal infant welfare stations, two-platoon system for fire departments, municipal clean-up campaigns, paving by municipal forces, assessments, bond issues and tax rates. It also has prepared reports on the different kinds of pavement laid in New York. It has gathered and has ready to loan to any city in the state the blank forms used by American cities in purchasing supplies through a central agency, the forms used by American cities in securing departmental estimate for budget making, forms used by police departments in reporting accidents, etc., and forms used by investigators in charity departments. In addition to its general research work, the bureau has done much special work for individual cities and considerable constructive work, such as the preparation of model ordinances, codes and regulations and general municipal laws.

To distribute this information throughout the state, the bureau last year sent to the cities 2,945 reports, an average of 245 a month. To get the information desired and to distribute it, we received 6,025 letters and pamphlets and sent out 18,867 pieces of mail.

The bureau is financed by the cities of the state, each first class city appropriating \$500 annually, each second class city \$300 annually and each third class city \$150 annually. Authority to make this appropriation is given in a general law. At the present time all cities in the state are supporting the bureau. The annual expense of the bureau will average about \$8,000. We have a reserve fund of \$5,000 invested in Liberty Bonds, and we are carrying our own insurance.

As a result of this coöperative plan, each city in the state is receiving a needed service which it could not possibly duplicate by individual effort and for the money

it pays. Experience has convinced us that the bureau is able to get more quickly, accurately, easily and economically information about cities and city problems, both in and outside the state, than any individual municipality could. This has been demonstrated many times. For example one city tried to secure a copy of a valuable publication issued by an Ohio city, but was informed that none was available. The mayor then appealed to the bureau, which within a week sent the book to him. To secure the data for the report on the costs and methods of collecting and disposing of garbage, the bureau sent a three-page questionnaire to all New York state cities and the fifty largest cities in the United States, outside of this state. Every city responded, giving the bureau a 100 per cent return for its efforts. We attribute the success of the bureau in this respect to the fact that when it makes a request for information each city realizes that the information it sends is for the benefit of all municipalities in New York State. One answer to an inquiry from the bureau serves at least 59 cities, and will serve every city in any state which has a state league coöperating with us.

The general public and most cities have no idea of the cost and the amount of time and labor required to research a general municipal problem so that an official's recommendation and a city's action may be based on actual experiences and facts and not on guesses. For the bureau's report on municipal public markets a three-page questionnaire was prepared. This had to be done by someone familiar with all phases of the subject, and especially with the points upon which experts disagree, such, for example, as whether or not a market should have a delivery system, and if so, the kinds of systems that are being operated. This questionnaire was sent to the 204 American cities having a population of 30,000 or more. To those which did not answer the first request for data a second and in some instances a third and fourth follow-up letter was sent. While the data were being collected the staff

studied and summarized everything it could find that had been printed on the subject. All of the books, magazines, pamphlets, newspaper articles and reports on file in the New York State Library, New York City Library and New York City Municipal Reference Library, and all literature sent by the cities to which had been mailed the questionnaire, were researched. The report was then prepared and the data from the seventy-four cities which reported they had municipal markets were collated. Typewritten copies of this material were sent to the best municipal market experts in the United States for their criticisms and suggestions. After the necessary changes had been made, 300 copies of the report were printed and each city in the state was supplied with one and as many more copies as it needed. Two months after the work had been started the report was issued, and during that time nearly four hundred letters had been written. We estimate that it cost the bureau approximately \$500 to prepare and circularize this one report. It therefore cost each city between \$8.00 and \$9.00 to obtain the information on public markets. If an individual city had made the study and prepared the report, we estimate it would have cost its taxpayers not less than \$300. This, we believe, strikingly illustrates the economy of the coöperative work the New York State cities are doing through the bureau.

The bureau deals only in facts. These are its merchandise. Its slogan "Not to reform but to inform" expresses its true function. It is for city officials to shape policies and make plans and recommendations; it is for the bureau to supply the facts and all available information which city officials may use in formulating correct policies and plans according to their local conditions. We have, therefore, substituted facts for guesses as the foundation of municipal work in New York State.

That the bureau is meeting a real need in a practical way is indicated, we believe, by the many and increasing demands made upon it by the city officials, by the volun-

tary expressions of opinions received from officials, and by the results obtained by cities which have used the information. I believe that I can summarize the general opinion by quoting a common expression heard wherever the merits of the bureau are discussed by New York State city officials, "We don't see how the cities got along without it."

Before the cities had it, every official was for himself. Most of the information sought was not obtained at all; much of what was secured was inaccurate, biased and expensive in time and money. With a State Bureau of Municipal Information for all there is no duplication of work, all available data are secured, no labor is lost, quick service is rendered and efficiency in many ways results. The information is accurate, unbiased, far less expensive and put in usable form for all.

Let me call to your particular attention this fact: THE BUREAU IS NOT A PRIVATE ENTERPRISE. It is exclusively an organization of and for the cities in the state. Being directed by a council of five mayors elected at the annual conference of the official representatives of the cities, it is controlled absolutely by the municipalities. It is also supported only by the cities, and with the sanction of the state. No vested or special interests, no political party and no individual city or class of cities can control its activities. It is a non-partisan, non-factional servant of each and every official in all cities in the state.

In these times of stress and unprecedented changes, when city governments must bear their share of the work the nation is doing for humanity, the bureau's service to every official is of special value. When a new city problem or activity or change arises, it is among the first to hear about it. Thenceforth the effect of the change, the methods of handling the new activity or the discussions and solutions of the new problem are collected by this clearing house and sent through the state. If the problem requires the formulation of a general policy or its solution demands the coöperation of all the cities, it is re-

ferred to the Conference and there considered by one or more committees of trained public officials. Not only is the bureau supplying the wants of municipal administrations, but it is meeting needs arising from changed conditions. It makes available to all cities the best thoughts and efforts of each, so that officials may avoid failures and repeat successes.

The CHAIRMAN: If there are any questions you would like to ask Mr. Capes, I am sure he would be glad to answer them.

Mr. ERNEST J. REECE: The adherence of the cities to the support of the service is required by law, is it not?

Mr. CAPES: No. It is voluntary. We depend upon the value of the services.

Mr. JOHNSON BRIGHAM: I should like to ask how many state leagues coöperate in this way with the league of New York?

Mr. CAPES: All of the state leagues; that is, all of the states which have leagues.

Mr. BRIGHAM: How many leagues are there?

Mr. CAPES: Thirty-five.

Mr. BRIGHAM: To what extent do you coöperate with them in exchange of documents or in exchange of information?

Mr. CAPES: We exchange publications, and when a league in another state needs any specific information about New York State cities, it writes to us, and vice versa. For example when we want any information about the cities of Kansas we write to the secretary of the Kansas league and if he has not that information on file he will get it for us.

Mr. BRIGHAM: One other question. Do you respond to any call for information from a city in a state in which there is no league?

Mr. CAPES: We do not guarantee to give information outside of New York State,

except to those who are coöperating with us. Whenever it is possible, we will do so. We do guarantee to give information about any New York State city or cities.

Mr. BRIGHAM: Are the reports of your investigations made generally available?

Mr. CAPES: Only in this way: They are advertised in the Bulletin of the Public Affairs Information Service, which receives a copy of every report, and are sold through the service, at cost, we understand.

QUESTION: Most of the reports to which you have reference are typewritten reports?

Mr. CAPES: Yes, typewritten or mimeographed.

Mr. R. R. BOWKER: May I ask why your reports are not and cannot be sent to the leading public libraries of the states for file and reference so that this kind of work can be stimulated in cities which are not yet sympathetic with it?

Mr. CAPES: The only answer I can make to that is that our finances at the present time won't stand it.

Mr. BRIGHAM: But you have \$5,000 to invest.

Mr. CAPES: We need a reserve fund because we have to pay our expenses from the time that the year closes until the checks come in from the cities and we do not want to set the bad example of borrowing and paying interest as a great many cities are now doing.

Mr. BOWKER: If the bureau has a supply of reports when published and the municipal libraries are willing to pay for them—that is, if any one library would say, 'We should like your publications for a year and we will pay you \$10 or \$12 for them,' would you furnish them?

Mr. CAPES: We have refused to do so for the reason that, because we expect to get our information without paying for it, we do not want to charge anyone else for the information we have. If we can possibly give a report to a city or to an agency we do it. For example, we will supply a

printed report to those outside the service up to the limit of the issue.

Mr. BOWKER: What I am driving at is whether enough copies cannot be printed to supply a demand which ought to be created through the public library system?

Mr. CAPES: I think that our plan of supplying copies through the Public Affairs Information Service is much cheaper. We make the information available as soon as we complete the study of any group of municipal subjects. For example, we have completed the study of the group, municipal house-cleaning. That is now being printed in book form* and I expect that it will be issued about next week. It will give you information from all American cities on municipal house-cleaning subjects or the subjects having to do with the removal of municipal waste.

Mr. A. J. SMALL: How about your own annual reports?

Mr. CAPES: Those and the reports of the Conference are printed and are available to all libraries in the United States without charge.

Mr. BOWKER: We have in this bureau a system of coöperation, wonderfully inexpensive. The bureau ought to be congratulated on the fact that it got a hundred per cent questionnaire result. This is very extraordinary in view of the small number of replies which we get when we send out questionnaires to libraries in the American Library Association. Librarians, too, are not free from the reproach of duplicating, because we still find half a dozen libraries working on the same thing, wasting their money. I think that the bureau gives excellent proof of what can be accomplished by coöperative work. It seems to me that the coöperative work can be extended by some arrangement between the library system throughout the country and such a bureau as this. I think that the bureau ought to go a step further in the distribution of its reports, and supply them

directly not only to cities but to public libraries doing city service.

The CHAIRMAN: We will now proceed to the reports of committees. The first report is on a National Legislative Information Service by Mr. George S. Godard, chairman.

Mr. GODARD: I am sure we have all been not only intensely interested but impressed by the reports which Mr. Capes has given us of the splendid work which has been accomplished by the New York Bureau of Municipal Information. It is, therefore, with a feeling something like sadness that the chairman of your Joint Committee on a National Legislative Information Service brings in at this time the report that it does concerning a coöperative service from which we had hoped so much and which during one or two seasons performed such a great service, but which, owing to a lack of sympathetic and united effort, we were unable to bring forth last year, one of the heavy years of legislation. Your committee would therefore report as follows:

REPORT OF JOINT COMMITTEE ON A NATIONAL LEGISLATIVE INFORMATION SERVICE

To the National Association of State Libraries and the American Association of Law Libraries:

At the Louisville Conference it was reported by your committee that the excessive costs in connection with the publication of the Official Index to State Legislation would during 1917 (when three-quarters of the legislatures were in session) render it impracticable to publish the index that year, but that it was hoped in 1918, a so-called "off year" in legislation, the work could be continued. These hopes have been destroyed through the concentration of energies in this country on war activities. This is a matter of great regret to the committee and to many would-be subscribers, but the successful prosecution of the war is of the first importance and all must be subordinated thereto.

It is hardly likely that anything can be done until conditions become more normal.

GEO. S. GODARD,
Chairman.
F. O. POOLE,
Secretary.

*Capes, William Parr and Carpenter, Jeanne Daniels. Municipal house-cleaning; the methods and experiences of American cities in collecting and disposing of their municipal wastes. N. Y. Dutton. 20 + 232 p. tabs (part fold). O. \$6n.

Mr. LUTHER E. HEWITT: I move in accepting this report that some acknowledgment of thanks be made to this committee, because they did exert themselves most strenuously to prosecute the work by letters, by conversations, and in every way imaginable, and if any committee could have succeeded I am sure that this committee was the one. I move that in accepting this report the appreciation of the joint associations be extended to the committee.

The motion was duly seconded and carried.

It was moved and carried that the committee be continued.

The CHAIRMAN: The next business is the report of the Committee on a Skeleton Index to Legislation, by Miss Gertrude E. Woodard, chairman. We regret that Miss Woodard is unable to be present at this conference. I will ask Miss Smith, the secretary, to read the report.

[This committee was appointed as a result of action taken at the Asbury Park Conference in 1916.]

REPORT OF COMMITTEE ON SKELETON INDEX TO LEGISLATION

To the members of the American Association of Law Libraries and National Association of State Libraries:

Your joint committee appointed to investigate and report upon the advisability of compiling a skeleton index to legislation which might be incorporated in indexes to future session laws and compilations and revisions of statutes submits the following for your consideration:

Uniformity in the indexing of statute law is highly desirable.

A skeleton index covering the more important topics in legislation and including those peculiar to the various states, with appropriate cross references, should be compiled.

The preparation of a tentative index could best be undertaken by coöperation of the legislative reference departments of the several states, which should report to a revising committee to be appointed by your respective associations.

This committee, after compiling the tentative index, should forward copies to the legislative reference departments of the several states, which departments should endeavor to have it used as a guide by the

persons who prepare the indexes to the legislation of 1919.

This, we believe, might in time result in the securing of greater uniformity in the preparation of indexes and thereby largely facilitate the use of statute law.

Respectfully submitted,

GERTRUDE E. WOODARD, Chairman.

ADELAIDE R. HASSE,

E. J. LIEN.

On motion, the foregoing report was duly accepted.

The CHAIRMAN: Do you wish to take any action in regard to a committee to be appointed by this joint meeting?

Mr. GILSON G. GLASIER: It seems to me that inasmuch as this committee have had the matter under consideration it is better for them to continue the work and carry out the suggestions which they have made. I move that the committee be continued and be asked to carry out the suggestions made in the report.

The motion was duly seconded and carried.

The CHAIRMAN: The next report is from the Committee on Handbook of Public Boards and Commissions, by Mr. A. J. Small, chairman.

[The Committee on Handbook of Public Boards and Commissions is a committee of the American Association of Law Libraries.]

Mr. SMALL stated that because of the unsettled condition of affairs the matter had gone no further than a tentative outline plan which he had submitted to Mr. William Marshall Bullitt, at whose expense the handbook would be printed. The outline was still in Mr. Bullitt's hands for consideration, and the committee therefore had no further report to make. A motion was made and carried that the committee be continued for another year.

Mr. GLASIER. The National Association of State Libraries will have its first and only regular business meeting this evening and I wish to name the committees now so that they may be able to get together and prepare reports.

Nominating Committee: Mr. Dullard of New Jersey, Mr. Godard of Connecticut and Mr. Brigham of Iowa.

Committee on Resolutions: Mr. J. I. Wyer, Jr.,* of New York, Mr. D. C. Brown, of Indiana, and Dr. C. W. Andrews, of the John Crerar Library, Chicago.

Auditing Committee: Mr. Small of Iowa and Mr. H. O. Brigham of Rhode Island.

Thereupon the meeting was adjourned.

FIRST SESSION

National Association of State Libraries,
Billiard room, Grand Union Hotel,
Tuesday, July 2, 8 p. m.

The meeting was called to order by the president, and opened with the president's address.

ADDRESS OF THE PRESIDENT

By Gilson G. Glasier,
State Librarian, Wisconsin

First, I want to express my sincere appreciation of the compliment paid in electing me your president. It was to me an unexpected honor and I thank you. I did not feel well qualified for the place because I had not been a member of very long standing. But, since you saw fit to draft me into this service at an unfortunate moment when I was not present to claim exemption, I accepted the call and undertook the work, knowing that I was with friends and trusting that with your aid and coöperation we would be able to make some progress in carrying out the purposes of the association.

You will readily appreciate that your officers have been working under an unusual handicap this year. Every spare energy of most of us has been directed toward war activities. These additional burdens have not tended to make our way smooth in preparing a program for this conference. Many who we had hoped would take part in the program, or at least favor us with their presence, have been unable to do so owing to the numerous extra duties placed upon them by the war, and their consequent inability either to prepare for or be present at this time. It, therefore, devolves upon those of us who are here to make the best of our time and opportunity and if

possible make up in quality what we lack in numbers.

In this connection, and before going further, I want to thank personally all those who have consented to take part in the program, or to serve on committees, or prepare reports, and those who with their advice and counsel have helped advance the work of the association. And especially do I want to thank your secretary, Miss Smith, for the very efficient aid and coöperation, which she has so cheerfully given.

Preliminary to outlining a program I endeavored to complete my file of the reports of the association, and went through them rather carefully in order to bring myself more closely into touch with the work and history of the association. These reports are replete with valuable suggestions and ideas. I cordially recommend the reading of them to all engaged in state library work. I believe we would all be better librarians if we would read them more diligently. The Year Book of the Association, published in 1915, contains a bibliography of these reports. It can be had by applying to our secretary and I believe most of our reports are available in some form.

I think it should at least be mentioned that this is the year of the twentieth anniversary of our association, although no plans have been made to mark that fact. It would seem that at this period of its growth and development it ought to be at the very height of its power, enthusiasm and influence. I regret to note that is not quite the truth, and that for some time there has been a rather conspicuous lack of interest in its meetings, which may be attributable to several causes, among them the organization of special library associations for undertaking work which many of us thought was within our province. This had a tendency to detract from and divide the interest. Another reason was thought to be the formal nature of our programs. Some endeavor has been made to remedy this defect at this conference by arranging greater opportunity for informal discussion.

*Withdrawn. Mr. Milton J. Ferguson of California State Library was appointed to the vacancy.

Another reason for lagging interest seems to me to be that only a few of our members are able to attend the conferences regularly. Few of our members can afford to pay their own expenses, and when library boards refuse to pay them, attendance is sometimes prohibitive. Here perhaps is another field of endeavor which ought to receive our attention. In 1905 a Membership Committee was established for the purpose of urging membership and attendance at the conferences. This committee did some good work but was abolished in 1911 and its duties transferred to a committee made up of the president, vice-president and secretary-treasurer. To me this seems to have been a mistake. The officers have enough to do in supervising the work of the association, outlining its policies and arranging programs. But to change this would require an amendment of the constitution. The principal work of such an association as this is usually and properly done through committees. The more live, working committees we have, the more readily can we interest all our members by finding for each one something to do to forward the work of the Association.

To ascertain the subjects in which our members are most interested, I made a list of those considered at previous conferences, adding a few new ones of current interest owing to the entry of this country into the European War, and sent it to members with the request that they check and return it so as to indicate the subjects they deemed most valuable for discussion. The returns from this "straw" vote were as follows:

	Votes
State documents.....	10
Legislative reference libraries.....	8
War work of state libraries in war time.	8
Unification and coördination of state library activities	6
Experiences in collecting and cataloging official publications respecting the war	6
Scope of book purchase.....	6
Work of state libraries after the war....	5
Exchanges	5
Indexing and cataloging.....	5
Other subjects received votes ranging from	

four down to none. But this should not be taken as an absolute criterion. For instance, the replies indicate on their face that only one library, Indiana State, is interested in efficiency and not any in progress. There is, of course, a very satisfactory explanation of this apparent lapse. These subjects are in themselves too abstract to command attention. Every reply received and every subject checked is significant of a desire, on the part of the librarian replying, to attain efficiency and to progress and develop the work of his particular library.

As stated, the greatest interest was manifested in state documents. The very closely related subject of "Exchanges" received five votes. Until the last two or three years this association had a standing committee on the exchange and distribution of state documents. It was formed in 1899 and made fairly regular reports down to and including 1914. Its omission to report in 1915 was due to the fact that Mr. Gillis, who was at that time president, was unable, up to the time of his illness, to find a chairman to succeed Mrs. Spencer who desired not to continue the work. It seems to me this is a valuable field of endeavor which is peculiarly within the province of this association and that there is much yet to be accomplished in the study of state documents and methods of exchange. I recommend that this committee be reestablished, and that its scope be made somewhat larger than before. Instead of making it a committee to deal merely with the exchange of state documents, I would broaden its field by denominating it a Committee on State Documents and Exchanges. Its authority would thus be made to include the bibliography of state documents, their form and subject matter, and anything else relating to them which the committee deems of importance.

In 1915 the University of Illinois published a bulletin entitled, "State documents for libraries," under the editorship of Mr. Ernest J. Reece, who is now director of the New York Public Library School. Although this pamphlet grew out of a course of lec-

tures prepared for students in a library school, I think most of us have found it a valuable aid in our work. You are probably familiar with its contents. It discusses the field of state documents, their selection for and treatment in libraries. It describes methods of distribution, and contains suggestions for a model law on printing and distributing. Another part is devoted to bibliographical matter and deals with sources of information about state documents, and compilations of state official literature. The pamphlet contains much valuable information, but is rapidly becoming out of date. I wrote the editor to ascertain his attitude toward revising this pamphlet, and received letters which are in part as follows:

"What I should be in position to do might depend in considerable part upon an expression which I hope I may have from yourself, and through you from other state librarians, as to the points at which revision or supplementing is desirable. My impression is that it has proved more valuable to state libraries than to any other agencies, and that the sections which have chiefly been of service are the bibliographical matter and the chapter relating to the distribution of state documents. I should be glad to know whether I am correct in this, and whether a working over of these sections would meet the need which you have in mind. If not, is it your opinion that the whole thing might well be re-cast?

I should also like to raise the question as to how much active help the National Association of State Libraries, or the state libraries themselves, would feel able to give in gathering material in case the bulletins were re-edited. When I was assembling data some years ago many librarians and individuals were most helpful, but the section on distribution was unsatisfactory to me because it was not possible to find in all the states officers who could authoritatively and succinctly summarize the law and the usage bearing on the subject. Have the chances for this at all improved?"

Again in a letter dated March 11, 1918, he speaks as follows:

"In case I find myself able to undertake the preparation of a new edition or supplement, what I shall need most will be access to satisfactory sources of information. This means some person in each state and territory who is familiar with the practice prevailing in the preparation, make-up, issue and distribution of the official litera-

ture, and who is willing to go to some trouble in putting this information into form for editing and printing. It is not enough to present or refer to the law alone. Again in dealing with the bibliography it is very desirable to be in touch with authorities, for after what has already been done the need is to run down such obscure lists and tools as have not been previously mentioned collectively. The best service a committee could render, it seems to me, would be to find and designate persons qualified to furnish the data needed, and, as far as this should prove necessary, to urge upon them the value to your association of careful accurate statements covering the points in question.

"In writing the above I have had in mind difficulties which arise only in some of the states. Many state librarians and others have been most helpful, and as a matter of course would be so again."

That is as far as our correspondence carried the matter, except that Mr. Reece expressed his intention to be at this conference and his willingness to take the matter up further with any committee we should see fit to appoint.

I suggest that the question of revising and republishing either part or all of this pamphlet receive your careful consideration. If you think best to carry it further at this time, it is a matter which might well be referred to the Committee on State Documents and Exchanges previously referred to, if such a committee is re-established. This would give that committee something very definite and tangible to begin work upon.

Now at first I thought I would say nothing about the war, but it is a subject we cannot escape. We are, as a government and as a nation, passing through the greatest crisis in our history and I do not believe we would be doing our full duty at this meeting if we did not stop to consider briefly what it means to us and what bearing it has upon our duties as state librarians.

Many causes have been assigned for the war and many reasons given why we are fighting. Taken together, they are all more than adequate and there is no need to review nor to defend them before this intelligent gathering. One of the best state-

ments I have found for the purpose of making the point I wish to urge, is that made by Vernon Kellogg in a recent article, as follows: "The present time of crisis is at bottom the time of *testing* of the two types of government; government by and for the people and government by and for the Kaiser and general staff. The first type has now to make good."

We all have great faith in the principles of democracy and its ultimate triumph, but that faith should not be a blind one. We cannot shut our eyes to the fact that democratic governments have at times shown themselves incapable of meeting great crises in an efficient way. It would serve no special purpose to cite examples of democratic inefficiency. We all know there are many. Our enemies scoff at and exult in them and our friends criticize. As only one instance of this, I have here a pamphlet of over a hundred pages which is one of the most patriotic publications I have seen, and yet it is devoted entirely to a constructive criticism of our nation's conduct of the war up to the time of its publication. It calls attention to what the editor deems to be serious mistakes and weaknesses in our governmental machinery, and concludes by recommending improved policies and methods. I believe it to be a commendable effort and that it and similar efforts at constructive criticism should have the serious attention of those engaged in the immediate duties of conducting our governmental affairs.

Now what is our duty as state librarians in this crisis? Speaking generally, the libraries of the country have responded and are responding wonderfully to the calls made upon them by the war. They have recognized and performed at large cost in money and effort their duty to carry to the soldiers in the field the same service they were rendering to that same soldier when he was a civilian at home—a service both of entertainment and instruction. Library organizations should have much credit for this. Librarians and others have been eager to perform these duties directly connected both with the

field forces and with official life in Washington, because there is a certain romance or sentiment connected with them which naturally attracts adventurous souls. It seems to me the danger here is that we may neglect the more commonplace but just as important duties at home. While the service to the soldier is important, we should not let it overshadow the duty we owe to our public men who remain at home to run the governmental machinery. Under the stress of war our state and national policies and institutions are undergoing very rapid evolution and change. It is idle to think we will ever revert entirely to the old methods. Serious problems are coming before us clamoring for solution and they will continue to come until long after the war is won. It is extremely important that they be solved in a safe and sane manner, without the introduction of any bolshevism, anarchy, or class favoritism. It is here that democracy is going to be subjected to its severest test, and it is here to my mind that state libraries may render the greatest service. State libraries must perforce cover the field of political science—that and law and statistics. All three go hand in hand; they are indispensable to the governments you and I serve, and cannot well be separated. The libraries which we superintend are the great storehouses of experiences in democratic government written in our laws and documents. Every state should have the benefit of the experiences of every one of the other forty-seven states in important governmental problems, and it is our duty to place these experiences where they will be instantly available to those who may best profit by them. It is for us in these critical times to keep fully abreast of progress in governmental matters and to be ready and willing to render at all times the most efficient aid within our power. Democracy is sure to triumph eventually, but if we each do our full duty, can we not help at least in some small way to hasten the coming of that triumph?

The CHAIRMAN: The next subject which we will consider is "Collecting Local

War Material for the New York State Library," by Mr. J. I. Wyer, Jr., director of the New York State Library.

Mr. WYER: Before coming to the subject, may I be permitted for a few minutes to express my interest in the opening remarks of the president? I wish that every president in the past had taken as keen and as thoughtful an interest in the welfare of the association as has Mr. Glasier. He has gone back into the proceedings and has found the best justification for the existence of the association. It is true, as he brought out, that its existence has been questioned somewhat in recent years. Our published proceedings furnish a pretty substantial memento of practice and of theory and of thought that has been taken in the past on the welfare of the state libraries. I am glad to know that a file or substantially complete file of them is still available on request. It does not necessarily take a large association, measured by the actual attendance at its meetings, to produce a useful file of publications. The essential thing is that program-making be attended by the same thought that Mr. Glasier has given to it this year, and the editorial work by the same care that has pretty generally marked the printed proceedings of this association. You cannot always measure the usefulness of a society by the number of people that come to its meetings or even by the number on its membership roll.

I wish also to second warmly the suggestion of the president that this Committee on State Publications or Exchanges be revived. In the past I think that committee has concerned itself in its reports principally with reciting the laws of the various states and laying down some theoretical precepts that might govern state exchanges. It occurs to me that another practical field of work for it would be perhaps the preparation of a union list of exchanges, that is some statement as to the duplicate collections of the various state libraries, and the terms upon which they are made available, and possibly their physical accessibility.

I have been asked to speak of the efforts that the New York State Library has made to collect local historical material related intimately to the war. I speak with no thought that our efforts in the matter contain anything novel—it seems to me indeed that the program must be very obvious to all; yet having been invited to present it, I offer it for such value as there may be in it.

COLLECTING LOCAL WAR MATERIAL FOR THE NEW YORK STATE LIBRARY

By J. I. Wyer, Jr.

Director, New York State Library

A quotation from the stenciled circular sent to every library in the state will show both what we plan our collection to include and what steps we are taking to get it:

The New York State Library has undertaken to make a collection of all records, both printed and manuscript, of the part taken by the state in the present war. One library in each county has been asked to take charge of collecting the material issued in or bearing on that county. A circular was prepared in answer to various questions and sent to the cooperating libraries. In many cases these libraries have asked that copies be sent to other libraries which had agreed to assist them. It has, therefore, been decided to distribute the circular to all registered libraries and historical societies of the state, with the request that they give whatever assistance they find possible to the cooperating library in their county. The cooperating library in _____ county is _____.

What to Include: In addition to matter bearing directly on the war, include publications issued in connection with movements resulting from the war, for instance, food conservation.

The following specific statement of kinds of material to be included is taken from a circular prepared by the New York State Historian:

"(1) Documents: Official—Such as municipal ordinances, proclamations of mayors, notices of boards, etc.; semi-official—resolutions of public meetings, labor unions, church societies, etc.; issued by public service corporations—announcements, notices, orders, etc.; (2) posters (recruiting and other), programs of concerts, meetings, fairs, price lists, advertisements; (3) propaganda material; (4) clippings from local newspapers, pamphlets; (5) photographs or prints of local

events, soldiers, bodies of troops, etc.; (6) manuscript material—letters, diaries, sermons, addresses; (7) miscellaneous.”

Newspaper Clippings: Many of the coöperating libraries have arranged with the local newspapers to send files to the State Library during the period of the war. This arrangement will enable the library to make its own selection of clippings, and to bind the entire file in those cases, probably the majority, where the war interest predominates.

When this arrangement cannot be made, libraries may send marked copies for clipping.

Publicity: Steps have already been taken to put the collecting libraries in touch with county publicity chairmen of the Resource Mobilization Bureau or body corresponding to the State Council of Defense in most states. If, in addition, by personal letters or, better, by personal interviews, you can enlist the interest of the editors of all papers printed in the county, you will undoubtedly find them of great help both in gathering material and in making your wishes known through the locality. They will probably print at your request, news notes of any noteworthy gifts to the collection, or reports of progress.

Coöperation with Local Historical Societies: You may find that your local societies or D. A. R. chapters are making similar collections. If so they will probably assist you with gifts of their duplicates, or in other ways.

The results of this effort naturally were very varied. I think there was no county that did not take a lively interest in it or do something to further the collection. But the results varied greatly. Some counties were keenly interested, were very regular and prompt in sending their newspapers, and sent in copious material. Although we have rather encouraged the libraries to do no shipping until they get considerable material together, a plan that has made shipments slow, there is evidence already that the enterprise will produce a considerable amount of valuable material. Much of it, to be sure, will duplicate what our efforts have gathered in from other directions, but a great deal of it will be of that ephemeral local history material so difficult to procure after the day or week of issue and of the sort that does not come in in response to any efforts of a central collection.

We are planning to include in our annual report about to be prepared a list of the coöperating libraries and a record of the sort of work being done by them, with notice of some of the material that is coming in, so that as the report goes out to these libraries they may see tangible evidence that notice is taken of the enterprise and of the results coming from it.

For example of some of the material received, I cite a file of “Over the Top,” a house organ for the Buffalo Third Liberty Loan, a daily publication issued by the Liberty Loan Committee of Buffalo, and secured through the vigilance of the Buffalo Public Library. And here is one with a title I commend to you. It is the war house organ of the Curtiss Aeroplane Company. The title of it is, “The Curtiss Fly Leaf.”

We devised this plan and prepared the catalog of material desired in consultation with the state historian, who is part of our own department. We took a hint from a circular issued by the historical committee of the North Carolina Council of Defense, which gives a program, a very detailed statement, much more so than we give at any time in our circular, of the kinds of materials that they in a similar campaign through the state of North Carolina, deemed of interest and desirable.

They make more of pictorial matter than we do, though I grant it is of high interest, and photographs ought to be included with more emphasis than we gave them in our similar list. They speak, too, in more detail than we do of what they call propaganda material, reasons for American participation in the war—items of that sort—evidently planning a sub-classification of some of these heads. This whole program was utilized in classifying materials that came in. The North Carolina pamphlet seems to be the fullest account yet printed of such a program, especially of classified material and the classification in which it was to be contained.

Mr. WILLIAM J. HAMILTON: May I ask Mr. Wyer whether he has any suggestions to make as to how to reach the com-

munity in the counties where there are no libraries? We have several such in Indiana.

Mr. WYER: Have you a committee of national defense with officers in every county?

Mr. HAMILTON: Yes.

Mr. WYER: Don't you think that you might find people on this committee who would be interested in promoting some such campaign as that? You certainly will find the schools and local branches of women's clubs represented.

Mr. DEMARCHUS C. BROWN: The State Library of Indiana has sent a circular similar to the one read by Mr. Wyer to the chairmen of the county councils of defense, as they are called in our state, and to county superintendents, especially if there is not a county council, to all the libraries, to all the clubs, to churches and to many others, so that we expect this collection of material from every county of the state.

Mr. WYER: Do you expect better results from the libraries than from any other agency?

Mr. BROWN: It is rather hard to tell yet.

Mr. WYER: The interest taken is very widely different but I think we prefer libraries to any other agency.

Miss KRUM: I should like to ask if anything is being done in New York to get and keep a uniform card record of individual soldiers?

Mr. WYER: Not by our library at all. I suppose that the adjutant general's office will have some such record as that, either now or eventually, compiled from local draft records. There is in Albany the state bureau for the national draft and it is struggling with a catalog and filing record which throws into alphabetical order all the men drafted from New York.

Miss KRUM: In some sections of the West this work is being referred to the individual localities. I suppose it is governmental work, even although done in this way. The various localities are urged to keep track of their own soldiers and in

some cases it is the historical societies that are doing it.

Mr. BROWN: We have in Indiana an organization of mothers of soldiers. There is a branch of it in each county. I have a list of every soldier in every county so far, with the mother's name.

Dr. C. W. ANDREWS: Mr. President, it may interest the association to know that Clark University has undertaken the collecting of war material in a wider field. It is attempting to cover, as we were told at the meeting of the institute, practically all the aspects of the war. The members of this association may get information from it in regard to state and local aspects of the subject. The John Crerar Library is apparently the only other one making an extensive collection of war material. On the economic and technical side, to which we have limited ourselves, we have already acquired a great deal of material from France, England and Italy, and from Germany up to the time of breaking off of communications. Mr. Gerard was still collecting for us, as he told us he would, between the time of the breaking off of diplomatic relations and the declaration of war. I received a code from him stating he would look after our interests. Therefore, if you want information in regard to the economic aspect, or on the technical questions of the war, we hope that you will not forget that a member of your association is perhaps able to furnish the information you desire, as complete as it can be made under the circumstances.

Mr. BRIGHAM: It occurs to me that Iowa has undertaken one feature which perhaps may be unique. In addition to photographs of recruits, etc., we have moving pictures of events such as the gathering of troops at camp, the first review, participation of Camp Dodge soldiers in our memorial celebrations, the throwing of flowers into a river in honor of our naval heroes—quite sentimental but taken very seriously by our people. All that is going to be wonderfully interesting in time

to come. The collection was begun during the time of the Mexican trouble.

Mr. GODARD: I have just one word about Connecticut. The law providing for the appointing of a State Council of Defense and the taking of a state military census also provided for the ultimate deposit of their records in the State Library. At the request of the State Council of Defense, we have furnished one of our trained assistants to do their filing, so that it may be done uniformly with the plan followed on similar material in the State Library. The State Council of Defense pays the salary. In the same way the Connecticut branch of the United States Food Administration is putting its material into such shape that when it is transferred to the State Library it will become immediately useful without rearrangement. A complete card record of all men called to the front is being compiled by the local registration boards. A copy is filed with the State Council of Defense and will ultimately come to the library.

Mr. Godard then gave a brief, informal description of the Connecticut military census, interesting because the pioneer census of the sort, begun in February, 1917. The records of this very comprehensive record of the state's man power, medical and nurse power, industrial power and automobile power were, after being coded on Hollerith tabulating cards, deposited with the cards in the Connecticut State Library. The library is now responsible for handling all the demands, many and various, made upon the census by state and national authorities.

The CHAIRMAN: The next matter to which we will listen is a report of the Committee on Public Archives, by Mr. McIlwaine, State Librarian of Virginia, chairman. In Mr. McIlwaine's absence the secretary will read his report.

[By motion of Mr. Small the report was accepted and ordered printed without reading.]

REPORT OF THE COMMITTEE ON PUBLIC ARCHIVES

Owing to the unusual demands made upon the time of the chairman of this com-

mittee by work undertaken by him in connection with various war activities (he is the agent for Virginia of the A. L. A. War Library Service and a member of the Virginia Council of Defense) and because, also, he had come to the conclusion that even under ordinary conditions a change in the chairmanship, if not in the personnel, of the committee should be made, he requested the president of the association to make some other appointment. The president, however, wrote that he found it impossible to get anyone willing to serve in the present year. He suggested, too, that a very short paper would be acceptable, and that the chairman of the committee for the next year might very well embrace in his report an account of the progress of archival work in the country for two years instead of one. With this understanding your present chairman consented to act.

Provision was made by the association for a Committee on Public Archives by a resolution adopted at the meeting held July 1, 1910, and the first report of the committee was made May 22, 1911, at the fourteenth annual meeting of the association. This report was prepared by Mr. A. C. Tilton, chairman of the committee, and is printed in full on pp. 24-36 of the Proceedings of the Association for that year. It contains a very valuable summary of legislation on the centralization of archives in the various states of the Union to the end of the year 1910, and of progress made up to that time under such laws as had been passed. To the fifty-three circulars sent out forty replies were received, most of them satisfactory, and the data contained in these replies were supplemented in the report by information gained by an examination of the various reports of the public archives commission of the American Historical Association, of the latest codes of the various states, and of the session laws through 1910 supplementary thereto.

The second report of the committee was prepared by Dr. T. L. Montgomery, the second chairman of the committee, and

presented at the 1912 meeting of the association. Unfortunately, the Proceedings of this meeting were never printed, having been lost. The Proceedings of the 1913 meeting were also never printed—for reasons not known to the writer of this report—and so there was lost to the association the third report also of this committee, prepared by your present chairman and containing an account of the progress of the work for two years, instead of one, in order that the gap occasioned by the loss of the former report might be filled up.

The fourth report is printed in the Proceedings of the association for 1914. When it was prepared and presented, it was the understanding of the chairman of the committee that the third report would still be printed—that its publication, with the publication of the Proceedings of the 1913 meeting of the association, was merely delayed. Hence no effort was made in this report to repair omissions. Following reports have been regularly printed.

The effort has been to present in each successive report an annual newsletter to the members of the association, containing all recent and not previously noted facts of interest relating to the archives of the country. The reports, taken as a whole, constitute a pretty good history—in outline, merely, of course—of the archival work of the country for the past seven years. Take the case of Alabama, for instance, the first state appearing each year in the reports, in the alphabetical order in which the information is given. In the first report is found a resumé of the law erecting the Alabama Department of Archives and History, and in succeeding reports are given the laws passed since 1910 in Alabama affecting the department, and accounts of the work of the department from year to year. While accounts of archival conditions in some of the other states are not so satisfactory as they are for Alabama, still in one report or another something may be found about archival conditions in nearly every state in the Union and in nearly all the territories and island dependencies. In those states in reference

to which the information is meager it may, it is thought, be taken for granted that archival work has made little progress.

H. R. McILWAINE,
Chairman.

The CHAIRMAN: We will next listen to the report of the secretary-treasurer.

REPORT OF THE SECRETARY- TREASURER, 1917-18

The financial report for the year is as follows:

Receipts

Balance as audited June 23, 1917..\$336.01

Dues as follows for 1916-17:

Alabama state department of archives	5.00
Boston public library.....	5.00
British Columbia provincial library	5.00
California state library.....	25.00
Illinois state library.....	7.50
Illinois legislative reference library	5.00
Illinois state historical library.....	7.50
Iowa state library.....	10.00
Kentucky state library.....	5.00
Maine state library.....	5.00
A. M. Magee.....	1.00
Michigan state library.....	5.00
New York state library.....	25.00
Nevada state library.....	6.00
New Jersey state library.....	5.00
Northwestern University Law School library	5.00
Wisconsin state historical library..	5.00
Washington state library.....	5.00
Wisconsin state library.....	5.00
Wyoming state library.....	5.00
West Virginia state department of archives and history.....	5.00

Dues as follows for 1917-18:

California state library.....	25.00
Connecticut state library.....	10.00
Georgia state library.....	5.00
Illinois legislative reference bureau	5.00
Illinois state library.....	7.50
Indiana state library.....	5.00
Iowa state library.....	10.00
John Crerar library.....	10.00
Kansas state library.....	5.00
Kansas state historical society.....	5.00
Kentucky state library.....	5.00

Maine state library.....	5.00
Maryland state library.....	5.00
Michigan state library.....	5.00
Minnesota state library.....	5.00
Minnesota historical library.....	5.00
Nevada state library.....	6.00
New Hampshire state library.....	5.00
New Jersey state library.....	5.00
New York state library.....	25.00
Oregon state library.....	5.00
Pennsylvania legislative reference bureau	5.00
Philadelphia free library.....	5.00
Rhode Island state library.....	10.00
Vermont state library.....	5.00
Virginia state library.....	5.00
Washington state library.....	5.00
Wisconsin legislative reference li- brary	5.00
Wisconsin state historical society..	5.00
Wisconsin state library.....	5.00
Wyoming state library.....	5.00
Cole, T. L.	2.00
Law reporting company.....	2.00
Machen, L. H.	1.00
Magee, A. M.	1.00
Pemberton, W. Y.	1.00
Robertson, J. P.	2.00
Wales, E. B.	1.00
Interest on savings bank deposit..	8.98

Total receipts\$725.49

Disbursements

Reporting 1917 convention.....	\$ 86.15
Printing 1917 proceedings.....	124.10
300 copies 1917 proceedings.....	74.00
Postage and express.....	18.70
Printing stationery	5.00
Mimeographing	3.50
Manila envelopes for mailing pro- ceedings	2.40
Telegrams	3.84

Total disbursements\$317.69

Balance on hand \$408.80

Deposited in New York State

National Bank\$157.44

Deposited in Albany County

Savings Bank 231.54

Checks on hand 17.00

Cash on hand 2.82

\$725.49

There are now fifty-three members of the association, including two honorary members, Miss Adelaide R. Hasse and Miss Mary E. Ahern, and including also the Library of Congress made ex officio a regular member by an amendment passed at the Louisville convention of 1917.

During the year the Indiana Bureau of Legislative Information was legislated out of existence and Mr. Galbreath, of the Ohio State Library, was removed from office for political reasons. These two events deprived us of two members. There are four new members, Miss Elizabeth B. Wales, secretary of the Missouri Library Commission and librarian of the Missouri Legislative Reference Library, who is an individual member, and the Arizona State Library and the Maryland State Library.

Thirty states and two Canadian provinces are represented in this number. It may be interesting to know the classes of libraries included. There are twenty-eight which may be classed as general state libraries, although two or three of them have strong law leanings. There are seven historical libraries, three public circulating libraries, five legislative reference libraries and three law libraries. The three other members, Statute Law Book Company, Law Reporting Company, and the John Crerar Library do not class easily under either head.

The secretary performed her usual routine duties this year, but under great difficulties which are responsible for her failure to follow up the first request for news with a second effort to get together a satisfactory report of what the members and state libraries in general were doing in this war year. For the Executive Committee she extended an invitation to join the association to fifty libraries eligible to membership, and distributed with the invitation, copies of the Proceedings for 1916 and 1917. As a result, the association gains the three new members already noted, and in addition some reply, such as

a letter of inquiry about terms of membership and publications, from: Thomas Riggs, Jr., governor and custodian of the Alaska Historical Library and Museum; Avern Pardoe, legislative librarian of Ontario; E. G. Spilman, librarian of the Oklahoma State Library; Floyd C. Shoemaker, librarian of the State Historical Society of Missouri.

Three committees served during the year: The Committee on a National Legislative Information Service, George S. Godard, chairman; the Committee on a Skeleton Index to Statute Law, Miss Gertrude E. Woodward, librarian of the University of Michigan Law Library, chairman (these two are joint committees of the National Association of State Libraries and the American Association of Law Libraries); and the Archives Committee, H. R. McIlwaine, chairman.

The report on State Library Legislation in 1916 and 1917 by A. J. Small (see p. 354) includes most of the information which claims a place in the secretary's usual notes of news on state library progress. In order that duplication may be avoided, the notes given below contain only items not included in Mr. Small's report.

There have been three important changes in personnel: In California, Massachusetts and Ohio, all of which are referred to in Mr. Small's report.

Indiana State Library—Mr. Brown reports that the Indiana State Library has, during the year, saved from the basement of the State House a valuable collection of land records, early letters as far back as the governorship of William Henry Harrison, many reports of the first bank of the state, some maps and similar material, all of which had been destined for the junk pile but which have now been properly organized and cataloged.

The library has prepared a bibliography on the war, which has been widely circulated.

Plans are under way for extensive work on the calendaring of the library's manuscripts during the coming months.

John Crerar Library—On account of high cost of building materials the erection of a new building has been postponed for the present.

Michigan State Library—Some months ago the extension of service of the Michigan State Library was enlarged through the removal of certain restrictions on the lending of books to schools. Previously the privilege was given only to schools which had libraries.

Minnesota Historical Society—The position of librarian was created during the year and Mr. Charles E. Graves, New York State Library School 1911-12, was appointed to the position in November. The new library building was completed and opened to the public for the first time in January. An article in the *Library Journal* for May describes the building and the moving. The staff is now at work sorting and arranging a large collection of unaccessioned and uncataloged material which had for a long time been stored away, awaiting more room and more assistance.

Missouri Legislative Reference Library—For some years the Missouri Library Commission has carried on a legislative reference bureau during the biennial sessions of the legislature. The new capitol provides a special room for a legislative reference library on the legislative floor, midway between the two houses of the General Assembly. It is expected that the Missouri Library Commission will organize the work and arrange for a permanent legislative reference librarian to take charge some time during the fall of 1918.

Wisconsin State Historical Society—Beginning with January, 1917, the State Historical Library has issued a monthly check list of Wisconsin state documents. At the close of the first year, a cumulative check list for the year 1917 was prepared, and has been for some time in the hands of the state printer. The check lists are sent to heads of state departments, to the librarians of the state, and other libraries who indicate a desire to receive it.

A comprehensive report upon the state archives situation has been prepared, and

is likewise in the hands of the state printer undergoing publication. The report consists of three sections, the first devoted to a discussion of the whole problem of government archives and their treatment; the second to a discussion of the archival situation, with particular reference to the state of Wisconsin; and the third to a bibliography of the subject of American archival economy and administration. Although prepared with particular reference to the needs of the state of Wisconsin, it is believed that the report should prove interesting to those interested in the archival situation in America generally.

Another publication issued during the year is "The Public Documents Division of the Wisconsin Historical Library," by Anna W. Evans, chief of the division. While designed particularly for the use of students in that library, the contents of the report should be useful to workers in the field of public documents, particularly to beginners, wherever they may be.

A number of important collections have been added to the historical manuscripts division of the library during the year.

Wisconsin State Library—The most conspicuous progress has been in the document department, where the accessions have been materially increased. There are now facilities, including room, for developing it into a documentary library of value.

Much has been done during the year with the centralizing of library resources of the various state departments. An attempt has been made, which on the whole has been successful, to bring together into the state library the various special collections which different departments have accumulated. Among the collections acquired in this way is one on the subject of forestry which, when added to the library's own material on the subject, makes the collection of unusual value.

Considerable has been done by the library in the way of publicity by sending post card notices to the various departments of the receipt of material particularly interesting to them.

The report of the secretary was accepted.

The treasurer's report was referred to the Auditing Committee, A. J. Small, chairman, which reported the accounts correct and the balance on hand verified at \$408.80.

The report of the Auditing Committee and of the treasurer were accepted.

The secretary then presented the

REPORT OF COMMITTEE ON CONSTITUTION AND BY-LAWS

By motion of Mr. Small, made at the convention in Louisville in 1917, the incoming officers were constituted a committee to consider the desirability of further amendments to the constitution and to report at the next convention. I will preface the report of this committee by a brief account of the amendments passed in recent years.

Certain amendments were presented in 1915 by the president and the secretary-treasurer of that year, Mr. Gillis and Mr. Dodge. To quote the report presented by the secretary-treasurer: "Your president and secretary felt that the provisions of the constitution relative to membership had not been closely followed, and while perhaps not a matter of serious moment it seemed that the practice which had grown up, namely, that of making the institution as against the individual the basis of membership, was preferable. We have, therefore, prepared for your consideration certain amendments to the constitution, the object of which is to limit regular membership to institutions." The section mainly affected by the amendments introduced was Sec. 4, reading, "Regular members shall be elected from such persons connected with state libraries, state historical societies, state law libraries, and other libraries doing the work of state libraries, as may be recommended by their respective librarians." Further amendments recognized in the constitution the action taken in 1909 by the association in admitting to membership legislative reference and municipal reference bureaus and also made the Library of Congress ex officio a regular member without payment of dues.

The constitution at present provides that amendments must be passed by a three-fourths vote of those present and voting at two successive meetings of the association, provided that notice of the amendments in their final form be sent to each member of the association at least one month before their final adoption. The secretary's failure to send out the required notice in 1916 prevented final action that year.

The president of that year, Mr. Small, appointed a committee consisting of Mr. Wyer, Mr. Galbreath and Miss Smith, the secretary-treasurer, to consider the amendments. This committee presented a series of amendments altered in certain respects from those presented in 1915:

(a) It removed from proposed section 3, Regular members, the phrase "or municipal reference library," believing that municipal reference libraries are more properly associate members, defined in proposed section 4 as "any institution kindred in aim and purpose."

(b) It eliminated from proposed section 6 the provision that "In the election of officers the vote shall be by states as units."

(c) It changed the annual dues of associate members as proposed, from \$1 to \$2.

The amendments as reported by the committee and as recommended in the previous year by Mr. Gillis and Mr. Dodge provided that individuals might become associate members only. The association, in adopting the committee report, amended it to make "persons engaged in state library work" eligible as regular members. The object of this further amendment was to provide for individuals who, like your secretary, or like the president of that year, Mr. Small, might be active in the association but might not be the natural representatives of the institutions with which they were connected. This amendment also made it possible for institutions eligible to membership but unable to afford the annual dues, to be represented through individual members of their staff.

The amendments thus acted upon in 1916 were finally passed in 1917 after one further minor amendment to by-law 1, which based the amount of the annual dues upon the "number of employees on the staff *actually engaged in state library work.*"

To sum up: These amendments, though they did not limit regular membership to institutions in accordance with the original plan of Mr. Gillis and Mr. Dodge, did reduce the voting representation of each institutional member from as large a number as the director or librarian might choose to elect (17 in the case of California) to one, while still making it possible practically to increase this representation in cases where members of the staff desired to join as individuals. Under the old constitution it would have been easily possible for one of the larger institutional members to outvote all the other delegates present, provided the convention happened to be held in its neighborhood; and although the chances are that such a situation, even if it did happen to arise, would bring no bad results, still there is obviously an advantage in guarding against such an eventuality. The present requirement of annual dues from other individuals than the regular representative of the institution will prevent any institution from becoming over-represented.

The adoption of these amendments made necessary the adoption also of a new by-law, specifying the dues of individual active members. The drawing up of this by-law was left to the secretary-treasurer, who consequently inserted as By-law Section 5: "Individuals who become regular members under the provisions of Section 3 of the constitution shall pay an annual due of \$1." This by-law is submitted for your ratification as part of the report of the committee on amending the constitution.

The committee further, believing that the amending of the constitution, as provided for at present, is unnecessarily cumbersome, desires to present the following amendment relative to amendment:

To amend Section 16 of the constitution now reading: "This constitution may be amended by a three-fourths vote of those present and voting at two successive meetings of the association, provided that notice of the amendments in their final form be sent to each member of the association at least one month before their final adoption," by striking out the words "at two successive meetings" and inserting in their place the words "at any regular meeting," so that the section as amended shall read, "This constitution may be amended by a three-fourths vote of those present and voting at any regular meeting of the association, provided that notice of the amendments in their final form be sent to each member of the association at least one month before their final adoption."

The status of certain of our members is not clearly defined in the present constitution. The president and the secretary-treasurer have made rulings on these cases, which they will present for your approval.

The following libraries are not clearly libraries "doing the work of a state library," which it is necessary that they should be in order to be regular members: Boston Public Library, New York Public Library, Northwestern University Law School Library, Philadelphia Free Library, Worcester County Law Library.

The ruling has been made, however, that they may be so classed by a liberal interpretation of the constitution.

The Law Reporting Company it would seem must be classed as an associate member; and the secretary-treasurer consequently altered its annual dues from \$5 to \$2. This is the only member so affected.

The committee ask that you will consider the above rulings, decide whether they are in accord with the wording of Section 3 of the constitution and with the will of the association; and that if a change of wording is necessary to bring the definition of regular members as given in the constitution into accord with the will of the association, you will take action to that effect.

Mr. GODARD: In the case of a county law library serving a supreme court in a circuit, as happens in some cases, would not that county library be doing the work of the state library if it was serving the court when it was in session at that particular place? Does your supreme court sit in Worcester, Mr. Redstone?

Mr. REDSTONE: Yes.

Mr. GODARD: And the Worcester County Law Library serves that place, does it not?

Mr. REDSTONE: Yes.

Mr. GODARD: In such case then it is doing the work of a state library.

The PRESIDENT: It was my idea and I so ruled in a letter to the secretary that this provision in the constitution with regard to membership can be given a liberal construction. We do not want to rule anyone out who is not clearly outside the fold. There is a little more serious question in the case of the Northwestern University Law School Library, but this, too, we ruled should be classed as a regular member. An approval of this report I take it means an approval of the ruling.

Mr. GODARD: I move the report be accepted.

The motion was duly seconded and carried.

The PRESIDENT: Do you wish to vote separately upon the suggested amendment to the constitution? It seemed to me, and I so stated in a letter to the secretary, that our present method of amendment is altogether too cumbersome for an association that meets only once every year. It takes at least a year to get the constitution amended. Are we not capable and intelligent enough to be able, with thirty days' notice of an amendment to be submitted, to pass upon that amendment and adopt it by a three-fourths vote without endangering our policy?

Mr. SMALL: I move that the amendment relative to the amendment of the constitution be adopted as recommended by the Committee on Constitution and By-laws.

The motion was duly seconded.

The PRESIDENT: This will be only the first vote. The amendment will have to come before the convention meeting a year from now. You will have a month's notice before it will be acted on again.

The motion was carried unanimously.

The PRESIDENT: Next in order is the report of the Nominating Committee.

Mr. DULLARD: Your Nominating Committee begs to present the following ticket:

President—Mr. Milton J. Ferguson, state librarian of California.

First Vice-president—Dr. Lawrence B. Evans, state librarian of Massachusetts.

Second Vice-president—Mrs. Maud Barker Cobb, state librarian of Georgia.

Secretary-treasurer—Mrs. Eva May Fowler, assistant librarian in charge, Illinois State Library.

Your committee also desires to give formal expression to its appreciation of the service that has been rendered to this association in the capacity of secretary-treasurer by Miss Smith, who is retiring of her own volition.

Mr. BROWN: I move the secretary be instructed to cast the ballots for the officers named by the committee.

The motion was duly seconded and carried.

Mr. SMALL: There is a possibility that the American Library Association will omit their 1919 meeting, or discontinue meetings for the duration of the war. If that should be the case, it would be useless for us to attempt to meet, as our custom is to meet with them.

I move, therefore, that the National Association of State Libraries conform to whatever action the American Library Association may take and postpone its next meeting to the time when the next American Library Association Conference shall be held.

The motion was seconded, and after discussion as to the power of the association constitutionally to take such action, was unanimously carried.

SECOND JOINT SESSION

(With the Agricultural Libraries Section of the American Library Association and the League of Library Commissions.)

Ballroom, Grand Union Hotel, Wednesday, July 3, 8 p. m.

At the request of the Agricultural Libraries Section of the American Library Association, the National Association of State Libraries held with that section and the League of Library Commissions a symposium on "Libraries and the food problem," presided over by Mr. Henry N. Sanborn. The report of the session will be found on p. 295 of the A. L. A. Proceedings.

ROUND TABLE

Discussion of Legislative Reference Work and State Document Exchanges

Billiard room, Grand Union Hotel, Thursday, July 4, 8:30 p. m.

The PRESIDENT: In sending out the questionnaire as to the subjects in which the members of our association were most interested, one thing I learned was that the greatest interest of the association seemed to be in state documents and exchanges. It seemed to me that it would be very profitable to have a round table discussion of the subject of exchanges, and so upon making special request of Mr. Utley for an extra meeting I was given permission to hold a round table at this time. We have been fortunate in getting Mr. Brown, of Indiana, to lead the discussion on exchange of documents and I am glad to turn the meeting over to him for that purpose.

Mr. DEMARCHUS C. BROWN: In the first place, if you will permit me, I should like to refer you to the report of the 1908 meeting at Minnetonka, in which, as chairman of the committee on exchange of documents, I made a report including a tabular summary of data secured by writing to all the state libraries of the Union. I am going to suggest that it would be a good thing to have a committee appointed to continue that investigation, because conditions have now changed very materially.

The committee at that time made two recommendations, which for my own part I am willing to repeat: That a persistent effort be made and continued by the association to bring all states into the condition where they would distribute by exchange all state publications; and that a systematic effort be made to induce all states to make exchanges with other states through their respective librarians. It was thought best that there should be only one exchange official in each state and at that time it seemed best to suggest the state librarian.

Mrs. Spencer, of Michigan, in a letter to your president, brings up two or three points of which I want to speak. The first one is that nearly all of the state libraries are now so crowded for room that it is quite impossible to organize and classify properly all the documents received. She says that this is a very serious difficulty in the Michigan State Library and I have similar reports from several others; I know to my sorrow that it is the case in Indiana, and I fancy in many other states who have not reported. That brings up in her mind the question whether there should not be a selective distribution, whether the state librarians should not check up from lists sent to them documents that they want regularly and make special request for any others. She has recently sent out a complete list of Michigan documents, to be checked by other state libraries to show what they would like to receive regularly. She says that many states need all of them, certain other states want only certain ones. That is one of the points I think should be discussed: Should we pick out the documents that we want and have it understood that they only are to be sent regularly? It is interesting to note that the Arizona State Library wants, in addition to the laws, only the house journals and the records, messages, report of the library commissioners, and the manual or blue book. Idaho also wants a limited number. Kentucky wants a much longer list than Arizona and Idaho together—nearly everything. Some states, Indiana

for instance, want everything that the other states publish. That then is the first point, shall we have a selective distribution?

Mrs. Spencer's second question is: "Should we not curtail distribution during war time?" Not merely on account of lack of space, but also on account of war conditions, war expenses. She says that the legislative assembly in her state refuses to give any more money or any more space, and therefore during war time she wants to receive only a limited number of documents, the indispensable ones. She gives as an example of documents that might be dispensed with, the house and senate journals of other states. She says that she does not recall a single time when she has had calls for them. That is rather interesting and rather curious. In my own library we have calls, though not many, for the journals of other states, sometimes for very important purposes; and I should dislike very much to have a serious-minded person come in and want the house journal of Illinois, for instance, for 1865 and find that we did not have it. I should be very much humiliated and very much chagrined.

I have two or three points I should myself like to bring up for discussion. I am personally willing to recommend, if you please, several things:

First, that there should be a regular exchange of all public documents published by all the states. For sociological reasons and reasons of political science it seems to me that is quite necessary. I have students from the different colleges of Indiana who send and come to the state library. They want reports of the public service commission of Kentucky; they want the fire marshal's report; they want reports of the land commissioner; they want the journals; they want various things; and when the students of our institutions need such publications I deem it a great necessity that the state library in each state should have all the documents published by that and other states. So I contend there ought to be an exchange of all publications.

Second, that this distribution by exchange should be at regular intervals. In my own state documents are sent out twice a year—under certain emergencies, three times. It would keep a messenger at work all the time wrapping individual reports and mailing them if they were sent out as they appeared.

I should further like to recommend that there be one officer of exchange and only one. That prevents waste. I know that the head of an office likes to send out his own reports. Many of the officers in the state of Indiana, in spite of the fact that the law requires the state librarian to send out documents in exchange, send out their reports, not only to individuals but also to libraries, and I am constantly getting letters from different libraries, asking if we will pay expressage back on duplicates. In a few states there is a single individual apart from the librarian who takes care of this exchange; but I believe that the state librarian is generally the most fitting person to do it.

Another question on which I should like to talk is the one raised by Mrs. Spencer: Should there be any cessation of exchange of documents during the war period? On the ground that we are to save money for war purposes there is some basis for the belief that this should be done; and yet I do not see how the document division of any state library or a legislative bureau could get along without all the documents of all the states. There are serious difficulties in the way of stopping exchanges during the war.

I want to speak also on the question of selective distribution. I can say that that can be very appropriately applied to the libraries of one's own state, many of which are too small to take care of all the state's publications, but whether it should be applied to other state libraries I am not so sure. How satisfactorily can a library make its selection? To illustrate, I know a man in one of the colleges of the state who has just published a history of the canal project in Illinois. He has been preparing his thesis for many years. He was

once very anxious to know how the Illinois legislature acted on a certain motion made some seventy-five years ago. He called me by phone and said: "Have you the house journal of Illinois for that year? Must I make a trip to Springfield to get it?" I was very glad to be able to tell him that we had the journal. That was a serious matter; it was not frivolous in any way; he wanted to check up something that was quite important. I do not see how you are going to make a choice; it seems to me that you need everything.

There are other institutions than state libraries which publish certain papers and documents and in return for them would like to have the documents of the different states. I have in mind the University of Michigan, University of Chicago, University of Pennsylvania, certain large public libraries like New York Public and Boston Public and St. Louis Public, and many others. I personally am willing to take whatever publication they have, if it is only a pamphlet, and give them a box full of documents in return if they want them, because I believe in a very liberal exchange. The law requires that there shall be some system of exchange; but as you see it can be interpreted quite liberally. There are historical libraries also. I might speak here of the Burton Historical Collection at Detroit, Michigan. Miss Krum, the librarian, told me the other night that they have many historical papers and pamphlets in duplicate which they are ready to exchange for public documents. I speak of it to show you that there are many organizations other than state libraries that are interested in state document exchanges.

I have brought up these points hoping that you will be willing and eager to express your views about them and possibly come to some conclusion. I am sorry I did not have a complete and full paper by Mrs. Spencer so that I could bring out all the points she had in mind. I have mentioned only the one or two which she seems to think especially valuable. There are a few letters here in Mrs. Spencer's correspondence from other state librarians,

making one or two of the same points which she herself makes. Miss Marvin, of Oregon, brings up again the question: Should we not during the war stop all exchanges except those that are particularly needed? She cannot, she says, take care of the documents coming regularly to Oregon because she has neither the force nor the space.

She says further:

"I have no formal message to send to the meeting in regard to state exchange but I do wish to have a suggestion made that all states should do as we do; that is, have the state or public printer send to the state librarian notice of all printing orders. Our state printer in Oregon does this. We then communicate with the department for which the printing is to be done, asking for a supply for exchange purposes. Most departments keep an order with the printer to send a certain number of copies to the state library."

The problems are now open for discussion. I will recognize Mr. Dullard of New Jersey first.

Mr. JOHN P. DULLARD: First I wish to speak of the states' transient publications, particularly reports of investigations by legislative committees, which are sometimes of much more importance, at least for the time being, than the regularity published state documents. A great many such publications come out without our being informed of the fact that they have been issued. A committee on documents might urge the state libraries to be responsible for seeing that copies of these transient publications are sent to the Library of Congress to be listed in the Monthly List of State Publications. The state librarians could do a great deal to make that list very much more complete, particularly as to such transient publications.

In New Jersey the printing of such documents does not of necessity go through the regular channels and is not of necessity done by the state printer. We have an instance, in fact, of a special commission which even went out of the state to have its report printed; nobody could get a copy unless he made application to the chairman personally. There was no official channel through which anybody was under

obligation to make the existence of that document a matter of public record, although it was an expensive, and, from our state point of view, a very valuable document. We have a canal crossing the state operating under a charter about to expire. There was an option on the part of the state to take it over at the end of fifty years; at the end of seventy years it would revert to the state. The canal has passed into the hands of a lessee, a railroad company. They have been trying for the last ten years to get legislation through that would enable them to turn the canal over to the state and receive a sum of money running into the millions. You can imagine that a report dealing with this case would be extremely valuable to the people of our state. And yet there was no way except by chance of knowing that such a report was actually in existence.

There are two other suggestions I should like to make. The first, that each state compile a list of all its annual reports and other current state publications. Even if such a list had to be in very much abbreviated form, it would be useful both to local libraries in the state and to other state libraries.

The second, that all states have a law requiring the filing of copies of all state documents including transient publications, in the state library. At present in New Jersey there is no obligation in the matter and occasionally we find ourselves very much chagrined to have somebody come into the state library and ask to see a copy of some state publication, the existence of which we did not know anything about. For example, a special commission that was created to represent New Jersey at the Panama-Pacific Exposition got out a very valuable handbook on New Jersey. Not only was it printed outside of the state but the entire edition was shipped to San Francisco, and to get copies for our file I had to write to the secretary of the commission at San Francisco. I learned of its existence through somebody from our state who had been at the San Francisco Fair and brought a copy back with him.

Mr. BROWN: Are there any states which require by law a certain number of documents to be given to a distributing officer? That is the case in my own state of Indiana. The law gives to the state librarian, who is the distributing agent for exchanges, a certain number of copies, now 250, which he must use for exchange.

Mrs. EVA MAY FOWLER: Since 1915 the Illinois State Library has been the distributing department for exchanges and is allotted by law sufficient copies for this purpose of journals, session laws and department reports. Sometimes the state printer is asked to make delivery directly to the issuing department, and does so in some instances in case of an emergency; then we do not get our seventy-five copies unless we can prevail upon the department to return them.

We have often wished that states sending us material would enclose a list as Michigan does. Oftentimes you have to depend upon ordinary clerical or less than ordinary clerical help for receiving these shipments; but if you know exactly the material supposed to be sent you can check it up in a short time. Such a list also would save our listing the material for our acknowledgment. We make it our rule to acknowledge receipt of everything received. This spring we had notices that two shipments made last November were lying in freight offices unclaimed. We had announced the sending at the time of shipment, but on account of the congested freight conditions, the material had arrived so long after the letter that nobody claimed it when it came. As soon as we notified the library to whom it was addressed, they claimed it. If each state library acknowledged receipt upon receiving goods, it would aid us in tracing our shipments, and prevent our being informed six months later that goods were still lying unclaimed and were likely to be sold for waste paper.

Mr. REECE: I wonder whether it would be at all in place to adopt tactics looking to education? What is desired, no doubt, is some uniform method of exchange and

distribution centralized in each state. That is Utopian and I realize how impossible it would be, but I wonder whether it would not be of assistance in the long run if this body could formulate, possibly tonight, and endorse some simple draft of model law for exchange distribution, which might be put into the hands of the state libraries generally, simply with the view of having it to use when occasion arose, and with the view perhaps to educating state officials as to what we desired. As I say, the project of getting actually uniform legislation is visional, but would we not find it worth while to begin a quiet campaign of education?

Mr. GODARD: Such a plan as Mr. Reece has mentioned has been carried out in one or two cases in the last few years. I remember especially a model law formulated in 1902 by the committee of which Colonel Carver was chairman. Copies of the law were sent out to the governors of the various states, with some degree of success in getting similar laws enacted.

I was pleased to have Mr. Dullard say what he did about sending publications from our several states to the Library of Congress. Such publications should be marked "Document Division," to make sure that Mr. Harris gets them. I have used the Monthly List as an argument with various commissioners and commissions in Connecticut, to make sure of getting our supply of copies for distribution. I have assured them that the publication will be entered in the Monthly List of State Publications and cataloged by the Library of Congress, and that printed cards will be supplied to those who wish to have them, so that information about the document will at once become available wherever the publications of the Library of Congress go.

I have been able in Connecticut to get into operation another plan for making accessible information about the departmental reports. This is to list in the manual published annually by our secretary of state the departmental reports published during the year, with the date when the first report was issued. And by the way,

just look upon that register and manual as the bible of Connecticut because there is not much about Connecticut that you will not find there.

In regard to Mrs. Fowler's suggestion of a list to accompany a shipment, we have a system of numbered cards. All state libraries and all of the public libraries on our exchange list have a definite number. For instance, No. 1 is the Library of Congress. All cards itemizing shipments to the Library of Congress bear the number 1. All correspondence, also, that we have with the Library of Congress is placed in a vertical file numbered 1; that is, a library's number is a guide to all correspondence with that library. We have found this a great convenience.

Mr. GLASIER: I think possibly the experience of Wisconsin may be of some interest to this meeting. One very essential thing is a complete list of all documents in each state; I think very few states have it. Wisconsin has two libraries that are interested in state documents, one the State Historical Library, located at the University of Wisconsin, and the other the Wisconsin State Library, located in the Capitol. A little over a year ago the State Historical Library started the publishing of a monthly pamphlet or leaflet containing a complete list of the publications of Wisconsin for the preceding month. At the end of the year the monthly lists were cumulated into an annual list. That was a very commendable undertaking. I have been endeavoring for some time past to give good service in the matter of exchanges by checking up with this list and getting for distribution as many of the documents and reports there itemized as I could.

We have had a lot of trouble in Wisconsin with getting copies of documents for distribution. Several years ago the Board of Public Affairs tried to get at the problem of waste in distribution by providing for a central shipping department under the supervision of the superintendent of public property. The state printer is required to deliver to this department all

documents except those printed by the university. Shipments are then made upon the orders of the various officers having authority to distribute. The object of this plan is to prevent the sending of several copies of the same report to the same person or institution. The theory is good, but in my experience it has not worked out very well in practice. Recently the departments in an effort to cut down expenses have often not ordered enough copies printed, and the entire supply of a document will sometimes be delivered to the department for which it was printed and distributed by them before any copies get to the document clerk. Then when the order of the state library goes in there are no copies available. I hope to be able to get that matter remedied by having a law passed such as Mrs. Fowler mentioned, requiring the state printer to deliver directly to the library a certain number of copies for exchange purposes.

Mr. M. M. QUAFIE: The Wisconsin State Historical Society supplied the University of Texas with public documents but in return could get practically nothing from the State of Texas. Finally a few years ago I told the librarian that in view of our utter inability to get Texas state documents we were going to quit sending to him. He wrote back a very pleasant letter, said he recognized the justice of the situation, regretted that he could no longer have our Wisconsin documents but acquiesced in the fairness of the position we took, and went on to say that we were not much worse off than he was, for the University of Texas itself frequently found it extremely difficult to get the Texas state documents. I am convinced that is not a wholly unique condition. I remember hearing Mr. Sampson, librarian of the Missouri State Historical Library, who died recently, tell about his frequent visits to Jefferson City to get his supply of freshly issued documents; he told how every now and then he would literally camp on this job in season and out of season, and how even so he would sometimes go when he heard that a new document was to be is-

sued, only to find his application disregarded and his supply gone.

The law of Wisconsin requires the state printer, who except for publications of certain normal schools does all the state printing, to deliver a certain number of copies of every state document to the Wisconsin Historical Library. In addition, the superintendent of the library has the power to requisition as many more as he pleases. Notwithstanding both of those provisos of the statutes, we frequently have to jump at a pretty lively rate in order to get from the state printer, there in our own state, copies of certain documents.

Mr. BROWN: He is not required to deliver a given number to you for distribution?

Mr. QUAIFFE: Not for distribution. He is required to deliver copies to our library for our own use.

Mention has been made two or three times of the Library of Congress Monthly List of State Publications. I do not know whether because of what we have been doing lately we are better informed than some of the rest of you as to the defects of that check-list. Quite certainly, at any rate, it is very deficient. I suppose this is a matter of common knowledge. I do not see how it can contain all the state documents that are printed when even the state librarians or the librarian of the University of Texas, or, to cite our own case, our own institution right in the town where these things are being printed, does not always succeed in getting them.

It was chiefly to remedy that situation on our own behalf that we began about a year and a half ago, at the beginning of 1917, to print the monthly check-list to which Mr. Glasier has referred. We mail that check-list to all who want to receive it, whether state librarians or not. I think our mailing list at the present time numbers 150 departments and institutions. And I wish to say this about the question or remark of Mr. Brown a moment ago, that our purpose in preparing and sending out the list is to enable state librarians, university librarians and others who may be

interested in Wisconsin public documents, to know exactly what is being printed from month to month. It does not follow always that a librarian will get all of those documents. If he is enjoying regular exchange relations, either through Mr. Glasier's library or our own, presumably he will get them all; but since the documents are actually handled by the superintendent of public property, or, rather, by his assistants, who hold our standing order to supply, say, the Indiana State Library with all Wisconsin public documents, we have no way of knowing when they fall down on the job unless the Indiana State Library notifies us. Obviously it cannot do that unless it has some way of knowing what is being published in Wisconsin. That, in a nutshell, is the object of printing the monthly list of Wisconsin public documents. I shall be very glad—I presume I may include Mr. Glasier in this statement—to have any institution which is receiving documents through our agency, take the trouble to follow the check-list and notify us when there is any deficiency. We can in most cases succeed, though obviously, in view of what I have said, there could be no absolute guarantee, in supplying what you lack. Obviously, also, the more prompt the notice we have of the deficiency, the greater the likelihood of our being able to make it up.

QUESTION: How do you make sure of getting hold of all the documents for listing?

Mr. QUAIFFE: In the first place, we have the law which requires the state printer to supply us with copies of every document printed, but that law is not always lived up to; we do not depend upon the state printer to live up to it. Regularly every month and sometimes two or three times a month we visit the state printing board and carefully check up their printing orders to see what has been printed. If there is anything that has not come to us we immediately go after it. We have absolute knowledge as to what is being printed through these vouchers and other records of the state printing board.

The SECRETARY: In New York State we get regularly from the state printing board copies of the printing orders. These do not, of course, give us information as to the time of publication; but they give us something with which to check up our receipts.

Mr. SMALL: So far as Iowa is concerned, I will say that we have great respect for documents. I do not feel that I am qualified to make a selection of what we should receive. In so far as we are concerned, we want everything published.

As to the use of the legislative journals, I agree with the chairman that though they are the least used of all the documents, they should be on hand. We have hundreds of volumes in our libraries, textbooks, reports and others, that are seldom, if ever, used, but if wanted they are wanted badly and so are worthy of the space they occupy.

So far as the room is concerned, we are badly crowded but I have in spite of that made the decision that we will take the documents even if we must stack them on the floor and pile them ceiling high. I did so for this reason—we may be crowded now but we hope we will not always be crowded. If we get the volumes now, we have them when we get the new shelving and the new building to put them in.

I think it would be a mistake to curtail distribution during war time. For one thing, it would be inconvenient not to have the documents when we needed to use them; for another thing, it would be an injustice to the state to compel it to hoard them. Then too there is great danger that a legislative committee, seeing the accumulation, might say that there was a waste of publications and printing.

The PRESIDENT: It seems to me that if we do not get these documents when they are printed we are likely not to get them at all.

Mr. BROWN: Do you wish to have a committee investigate this whole question and report at the next meeting?

Mr. DULLARD: I move that a Committee on Documents be appointed to consider the handling of documents and exchanges.

The motion was seconded, put to a vote, and carried.

The PRESIDENT: The matter of the republication or revision of the pamphlet on state documents edited by Mr. Reece, which I mentioned in my remarks to the association at the Tuesday evening meeting, has not yet been acted upon. My suggestion was that the matter of republication or revision of this pamphlet, which many of us have found to be valuable, should be referred to a committee on documents and exchanges for investigation, for further report at least, and for possible action. Just what do you wish to do with this suggestion?

Mr. SMALL: I move that the matter of republication or revision of the pamphlet on State Documents for Libraries, by Mr. Ernest J. Reece, be referred to the Committee on Documents and Exchanges.

The PRESIDENT: Mr. Reece is here tonight. We should be glad to hear a word from Mr. Reece on the subject.

Mr. REECE: Mr. Chairman, as I stated in my letter to you some months ago, I shall be very glad, if you so desire, to act on a committee of the Association with reference to the revision. It is a little difficult for me to say under present conditions just what I shall be able to do, but I shall be very glad to undertake the work.

The motion was duly carried.

Mr. WILLIAM E. HANNAN: Before this documents question is shunted to one side, I should like to bring before the section a matter which relates rather to federal than to state matters; that is, the question of whether the state libraries may not receive from Washington all senate and house bills of a public nature and also copies of all hearings held before Congressional committees. As a worker in legislative records, I am intensely interested in these two matters. As you know, the only way you can get copies now is by addressing either the clerk or your congressman in Washington. If this matter has never been threshed out to a conclusion with the authorities at Washington, I should like to present a resolution.

Mr. GODARD: The subject has been taken up with the committee on printing at Washington, through its clerk. The committee is inclined to feel that there is a world of those public bills of no use outside of one or two states. It would be a good thing to take action at this meeting on the matter and to forward the resolution to Washington along with a similar resolution of the Government Documents Round Table of the American Library Association.

Mr. H. O. BRIGHAM: We once got a committee together to deal with this question, but it never got very far. The only thing to do, it seems to me, is to offer to put \$10 or \$15 a year into a subscription. That would make it worth the clerk's while to handle a mailing list. I should like to have somebody investigate that possibility. The plan may not be practical, but, on the other hand, it may work because the clerk is in an especially good position to get at the bills. He might get a list of twenty libraries that would desire to receive a limited number of bills of general interest. As far as expense is concerned, we spend in telegrams in one year probably as much as \$10 or \$15 in trying to get the bills from our congressmen. If we make our own selection, we will have, counting the various calendar prints, nearly 40,000 bills to handle.

Mr. HANNAN: In order to get the matter before the session, I will introduce this resolution:

RESOLVED, That it is the sense of the National Association of State Libraries that the federal law relating to the printing and distribution of U. S. documents should be so amended as to provide for the distribution to the state library in each state of copies of all House and Senate bills of a public nature which are introduced in the Federal Congress; also copies of all hearings held before Congressional committees and which may be printed.

I am more interested in receiving all the hearings than all the bills. Many of them are upon social and economic questions that affect the state and the legislation of the state, and are wanted at times by certain committees of the state legislature.

By having them come to you regularly you would be able to serve your committees greatly. I move the consideration and adoption of this resolution.

The motion was seconded.

Mr. GODARD: One of the sections of the printing bills, which the Government Documents Round Table has been quietly urging for the last two years, provides that copies of hearings and all bills be furnished to the regular depository libraries; and that, where possible, the bill upon which the hearing was held be printed with the hearing, because the hearing without the bill is not of much service. The bill that was introduced on April 18 does not quite cover that point. There is probably no chance that it will go through, and certainly the other one will not pass until after this war is over, unless something very unforeseen happens.

The motion was put to vote and carried.

The meeting was then turned over to the incoming president, Mr. Milton J. Ferguson, state librarian of California.

The next number on the program, "State Library Legislation in 1916 and 1917," by A. J. Small, was at Mr. Small's suggestion, ordered printed without being read.

STATE LIBRARY LEGISLATION IN 1916 AND 1917

By A. J. Small

Law Librarian, Iowa State Library

In preparing this synopsis of recent library legislation in the various states, I have thought best to include, whenever possible, a brief resumé of the character of work being accomplished by each library, believing that it will be interesting and a source of information.

It is gratifying to review the letters which have been received, giving account of the war activities in which librarians and their staffs are engaged. Several of the librarians have contributed members of their staff for war work, and nearly all are giving time for Councils of Defense, collecting books and funds for cantonment libraries, soliciting for Red Cross and Y. M. C. A., selling Liberty Bonds and war savings stamps, aiding in food conservation,

publicity, and in numerous other ways. In several instances librarians and staff members are working extra hours and waiving vacation periods to enter camp libraries or other volunteer patriotic work.

Alabama—There has been no new legislation except as to salaries of the librarian and marshal and assistant.

Alaska—This far away northwest territory is building up a law library for the use of the legal departments of the government. The legislature in 1917 appropriated \$2,500 to be expended under the direction of the governor and the attorney general. The attorney general is ex officio librarian.

Arizona—The state library of Arizona had a new birth in 1915 when the whole system was revised and the legislative reference bureau established. Mr. Con P. Cronin was appointed librarian by the legislature. Since that time Mr. Cronin has greatly improved the usefulness of the library. In 1917 the sum of \$4,335.62 was appropriated for a deficit incurred in the state law library in previous years.

Arkansas—Mr. John T. Castle, librarian, writes that so far as legislative acts affecting the library are concerned, there has been no material change for the past three or four years. The librarian, however, was granted an increase of salary from \$1,500 to \$2,000. A legislative reference bureau was created under the direction of the Historical Commission, but there being no appropriation, it is ineffective.

California—The California State library is one of the wide-awake libraries of the country. The aggressive work done in the last decade by Mr. Gillis is being carried on by his successor, Mr. Milton J. Ferguson. The legislature in 1915 approved the action of the trustees of the state library in accepting as a gift from the heirs of the late Adolph Sutro a special feature library located in San Francisco. This library is called the "Sutro Library," and is supplemental to the state library. There is no appropriation made for its support but donations are being made by special

organizations and individuals. The library, opened for public use on January 1, 1917, is devoted largely to special reference and research works. In 1917, the legislature made a liberal appropriation of \$250,000 for a support fund to cover the biennial period. This sum, the librarian states, is not sufficient to cover all the activities which he desires the library to undertake. The librarian's salary was increased by the same legislature from \$3,500 to \$5,000 annually.

Colorado—So far as legislative acts are concerned, the status of the state library in Colorado remains unchanged.

Connecticut—The state library of Connecticut is known throughout the country for its efficiency, and Mr. Godard, with his untiring activity, has built up a great state library and legislative reference bureau. None will dispute the claim that Connecticut has one of the most perfectly equipped state libraries in America. The legislature of 1917 provided for a state census and inventory of the resources of the state in men and materials available for use in time of war. This inventory and census was turned over to the state librarian for tabulation and compilation. The same legislature also authorized the state librarian to photograph all bills introduced in the legislature. In Connecticut no bill is printed until it is favorably reported by the committee to which it has been referred. Photostat copies are then made for the convenience of the legislative members and the public, the latter being required to pay a reasonable fee for copies.

Delaware—The library staff consists of the librarian and one assistant. Aside from library duties, the librarian is charged with being custodian of the State House and is responsible for all portraits which are hung in the building. The legislative appropriations in 1917 were as follows: Salary of librarian, \$1,200; Contingent expense, \$500; Purchase of books, \$500; Repairing of books, \$200; total, \$2,400.

Florida—Both of Florida's state libraries are governed by ex officio state officers; the miscellaneous library by the

secretary of state and the law library by the clerk of the supreme court. There is practically no library spirit in Florida.

Georgia—During the administration of the present state librarian, Mrs. Maud Barker Cobb, the Georgia State Library has made a wonderful progress. In her last report she says: "The past decade has witnessed a revolution in the idea of what goes to make a library and a librarian, and it is this change that has been significant of progress." Recent legislative enactments relating to the state library have not been numerous or striking but a fairly good support fund has been provided. The legislature in 1916 empowered the state librarian to appoint all notaries public for the state as well as to revoke commissions at any time. By legislative act of 1917, the librarian is authorized to contract for the publication of certain Georgia law reports.

Hawaii—In 1909 the legislature made provisions for a territorial library. Since that time liberal appropriations have been made for its support. In 1917 there was appropriated for salaries \$23,400, and for expenses \$12,900, a total of \$36,300 for the biennial period.

Idaho—To Idaho belongs the unique distinction of having three state libraries, located as follows: Boise, Lewiston and Pocatello. The last two are strictly for the use of the court which has periodical sittings at each of the places named. The library at Pocatello was created by the legislature in 1917, with an appropriation of \$5,000 for maintenance. The other two libraries are conducted by the clerk of courts.

Illinois—In 1915, the legislature assigned the work of the exchange of state documents to the state library. The appropriation for the library was \$43,837, being nearly doubled in 1917, thus affording an ample sum for the enlargement of the work and the purchase of books. The state library of Illinois circulates books to institutions and citizens throughout the state. Mrs. Eva May Fowler, acting librarian, is doing good work and is building

up a strong library at Springfield. The salary of the secretary of the legislative reference bureau was increased from \$4,000 to \$5,000 per annum, and \$23,700 was appropriated annually for other employes. The biennial total sum appropriated in 1917 for legislative reference work is \$69,600.

Indiana—Mr. Demarchus C. Brown, the able and efficient librarian, reports no change in amount of funds or number on his staff in Indiana. The library is rich in reference works, literature and history. The state law library is separate from the state library proper. Mr. Brown, like many other librarians, is doing much war work. The legislature of 1917 abolished the legislative reference bureau, which took effect October 1, 1917. -

Iowa—Aside from providing for two apprentices in the miscellaneous department of the state library, at \$400 each annually, and increasing the salary of the law librarian from \$1,800 to \$2,000 per year, there was no new legislation. A bill introduced in 1917 for the erection of a Temple of Justice passed the Senate, but failed by a few votes in the House. The measure would have easily carried had it not been for the fact that it followed a million dollar war appropriation.

Kansas—The state library of Kansas is under the wise leadership of Mr. James L. King, who, with nominal support, has built up for the people of Kansas a valuable library and a legislative reference department. The legislature of 1917 increased the librarian's salary from \$2,000 to \$2,400, and advanced the salaries of several members of the staff. The legislative reference budget was also increased by \$700.

Kentucky—The librarian, Mr. Frank K. Kavanaugh, writes that the only legislative advancement in the library since 1910 was made by the legislature of 1916, when he was allowed a bookkeeper at \$75.00 per month. Besides his regular duties as librarian, he issues the advance sheets of the Kentucky law reports. He also has charge of the department of stationery

and supplies, and the disposing of state publications generally.

Louisiana—There is no new legislation to report for Louisiana.

Maine—Like the libraries of some of the other states, that of Maine is badly crowded. A resolution was adopted at the session of 1917 whereby a commission was appointed to investigate the needs of a state library building, the commission to report back to the next legislature. The last legislature authorized the librarian to establish a legislative reference bureau as a part of the state library, and to employ assistance and to incur such expense as may be necessary in its management. Legislative reference work has been done in the state library for several years, but by this act the bureau is given a legal standing and an opportunity to enlarge its scope. Bill drafting has not been authorized.

Maryland—Miss Nettie V. Mace, state librarian, reports little direct library legislation for a number of years. She says, "Indeed, we have become so distinctly a law library that we have branched out scarcely at all."

Massachusetts—The legislature provides quite liberally for the state library of Massachusetts. The annual appropriations for 1917 are as follows: Salary of librarian, \$4,000; clerical services, maintenance, etc., \$12,190; temporary clerical assistance, \$500; incidental expenses; \$2,500; books, maps, papers, etc., \$8,000; cataloging, \$5,000; total, \$32,190.

In addition a sum not exceeding \$1,000 was appropriated for the repair, preservation and binding of books and pamphlets.

The state library conducts and operates a legislative reference bureau, the expenses of which are included in the above amounts. Dr. Lawrence Boyd Evans has been appointed librarian to succeed Mr. Foster W. Stearns, who resigned to enter the federal service. Dr. Evans is vice-chairman of the committee to compile information and data for the use of the Constitutional Convention. Previously he was professor of history at Tufts College. He

is considered an international authority on constitutional government.

Michigan—Mrs. Mary C. Spencer, dean of state librarians so far as length of service is concerned, is to be congratulated upon her long and successful career. The state library of Michigan is homogeneous in its nature, having the miscellaneous, law, traveling libraries and legislative reference as its constituent parts. The legislature in 1917 amended the legislative reference laws and provided for an increase in salary of the legislative reference librarian from \$1,800 to \$2,500 per year. The same legislature provided for an assistant in the law department at a salary of \$1,500 per year, while the salary of another member of the staff was raised to \$1,500. An appropriation of \$5,000 each was made for the purchase of books in the state library and traveling library.

Minnesota—Mr. E. J. Lien, the genial ex-president of this association and efficient state librarian of Minnesota, reports that so far as legislative acts for the library are concerned, nothing has been done for the past four years. The splendid work of Mr. Lien has placed the state library in the front ranks, and Minnesota may well pride itself on having one of the best state libraries of the West.

Mississippi—The state library is strictly a law library with a goodly number of reference works. Mrs. W. F. Marshall, the able librarian, is doing much to build up a strong library and prides herself in having one of the best reference libraries of the South. She is much handicapped in not having sufficient legislative support. The loan of books is restricted to the court.

Missouri—No unusual legislation has been enacted within the last four years. Mr. A. J. Menteer, the state librarian, is contributing much of his efforts toward the winning of the war.

Montana—Mr. A. K. Barbour, the state law librarian, writes that there has been no material change in the laws affecting the law library. The lawyers of the state pay an annual license tax, which, after

certain expenses are deducted, nets the law library about four thousand dollars. This is in addition to the regular appropriation for the library. It is the duty of the law librarian to edit and index the session laws, and Mr. Barbour says he is trying to make the index "fool proof." The legislature in 1917 made provisions for the printing of a state history and appointed Mr. Granville Stuart state historian, for a period of two years, at a salary of \$3,000 annually.

Nebraska—Through a clerical error in the expiration date of the appropriation act of 1917, the library of Nebraska is experiencing considerable financial embarrassment. Instead of "1919," the figures "1917" were inserted, thus depriving the library of the funds which were intended for its use and support for the biennium ending 1919. Fortunately, the library derives some income from the sale of law reports, laws, etc.

Nevada—The legislature of 1917 enacted a law greatly extending the usefulness of the state library. The librarian was authorized and directed to prepare an author and subject catalog at a cost of not to exceed \$2,500. Any resident vouched for by a property taxpayer of the state may obtain books free of expense; loans of books may not exceed four weeks; for a failure to return a penalty of ten cents per day is imposed, with a forfeiture of privileges if delinquent twenty days. Any school district may borrow books, not to exceed twenty at one time. For schools no personal surety is required. Mr. Frank J. Pyne writes that the income for the support of their library is about \$40,000 per year. An appropriation of \$7,200 was made in 1917 for fireproofing the state library building.

New Hampshire—The law relating to the state library was considerably amended in 1917. The library is maintained for the use of the departments of the state government and as a legislative reference library for the citizens of the state. The state library is charged with the distribution and exchange of state publications. A

board of trustees consisting of three members, not more than two of whom are of the same political faith, is appointed by the governor and serves without compensation. The trustees appoint the librarian for a term of three years. The salary of the librarian is fixed by the trustees, subject to the approval of the governor and council.

New Jersey—Outside of the regular appropriations there has been no new legislation. Mr. Dullard, however, since his incumbency as state librarian, has built up for the people and courts of New Jersey a splendid library and greatly increased its efficiency.

New Mexico—As yet New Mexico, one of the newer states, has not caught the library spirit. The librarian receives only \$900 annually, and the 1917 appropriation for miscellaneous expenses was but \$2,500.

New York—The library of the great Empire State, to which we naturally look for ideals, is a splendid institution, for which liberal financial provision, though probably not more than needed for its various activities, has been made by the state. The appropriation for salaries in 1917 was \$109,170, and for books \$74,500. Mr. Wyer writes that they are doing much war work and are losing on behalf of war activities many members of the staff.

North Carolina—Capt. Miles O. Sherrill, one of the veteran librarians of the South, retired during the last winter, after eighteen years of service as state librarian of North Carolina. He has been succeeded temporarily by Mr. W. S. Wilson, legislative reference librarian. Mr. Wilson is one of the most active reference librarians of the South, who has built up a splendid reference bureau since its creation in 1915. Plans are being formulated to present a bill to the next legislature for the consolidation of the state library, the library commission and the legislative reference department. The state library of North Carolina is another of those unfortunate libraries which has but a meager financial support. The legislative reference bureau by act of 1917 receives an annual appro-

pritation of \$6,000 and the historical commission, \$7,000.

North Dakota—Owing to the failure of the legislature of 1917 to provide for a state librarian (for the state law library) the clerk of the supreme court has been ex officio librarian since that time.

Ohio—For the splendid library of Ohio, over which Mr. C. B. Galbreath has so long been librarian, there has been no unusual legislation. Mr. Galbreath has recently been succeeded by Mr. John Henry Newman, formerly state librarian, the appointment becoming effective June 1, 1918. The library celebrated its centennial on August 10, 1917.

Oklahoma—No new legislation has been enacted so far as the state library is concerned but an effort is being made to strengthen the state law library located at the state university at Norman. The extra session of 1916 made available some 42,000 court reports to be exchanged for standard text and other law reports for use of the state library and the university library. By this arrangement Mr. E. G. Spilman, the librarian, is able to double the \$5,000 otherwise available for book purchases.

Oregon—Aside from an increase in the support fund of the general library (which includes the traveling library) there has been no change in the library law of Oregon. The appropriation in 1917 for the biennial period was \$40,000.

Pennsylvania—The state library of Pennsylvania, with its able librarian, Mr. T. L. Montgomery and his splendid staff, is doing its bit in the way of war activities along with regular library duties. Mr. Montgomery, as president of the American Library Association, is rendering valuable service in the building up of the libraries at the various camps and cantonments throughout the country. Two of the male assistants of his staff have gone into camp library work. The legislature in 1917 gave to the state library, for the two-year period following, the sum of \$98,390; \$15,000 was granted the legislative reference bu-

reau with which to continue the codification of the general laws of the state.

Rhode Island—Mr. Herbert O. Brigham, the genial and able librarian of Rhode Island, reports that the legislature of 1917 increased the salaries of all assistants by \$20 per month. The same session increased the salary of the state law librarian from \$1,600 to \$2,400 per year, and that of the state librarian from \$1,600 to \$1,800 per year.

Mr. Brigham has in his department and under his direction the legislative reference bureau and may expend for its proper administration not to exceed \$3,970 per year.

South Carolina—In South Carolina, Mrs. Virginia Green Moody, the librarian, is struggling, single-handed and alone, to work out and develop this important educational institution of the state. From the laws of 1917 I find that there is an appropriation of \$1,500 for the salary of the state librarian only, no additional help being provided. Appropriations are, \$576 for contingent fund; \$350 for stationery and stamps; \$100 for purchase of books and binding, and \$40 for water. In 1916, the legislature authorized the levying of a tax in Newberry County in the sum of \$7,500 for the chain gang. In another county, the coroner has a salary of \$2,000, and in Kershaw County, \$1,000 is to be levied for post mortems, inquests and lunacy, but not a dollar for libraries!

South Dakota—The state library of South Dakota is one of many activities. Its real title is "Department of History." It administers the state library, the state census, vital statistics, legislative reference and the historical society. Mr. Doane Robinson, the executive head, is building up a great educational institution, ably assisted by Miss Ida M. Anding, legislative reference librarian. No new legislation affecting the progressive work being done in this state has been enacted.

Tennessee—Aside from salaries, expenses, improvements, etc., there was appropriated \$4,000 in 1917 for the purchase of law books for the biennial period,

and \$500 for books for the state prison library. The state librarian has direct supervision of the prison library. The total sum appropriated for the state library, including salaries and prison library, and \$10,000 for the purchase and installation of steel shelving, was \$25,900 for the biennium.

Texas—No new legislation has been enacted in Texas. Mr. C. Klaerner, who was appointed state librarian on April 15, 1915, has tendered his resignation, effective September 1, 1918. Mr. Klaerner has been heavily burdened and found it necessary to ask relief.

Utah—The state library of Utah is entirely a law library for the use of the courts. The clerk of the court is ex officio librarian. Mr. Griffith reports that no change has been made in funds, staff or duties of the librarian.

Vermont—The legislature of 1917 created a board of control, composed of the governor, treasurer, auditor, director of state institutions, and one other person to be appointed biennially by the governor, who shall have supervision over all state institutions, the state library included.

The acts of 1917 also provided for an additional assistant and amended the law whereby the board of trustees fixes the salaries of the state librarian and his assistants. The library has an aggregate annual appropriation (including salaries) of \$13,000 plus a limited revenue from the sale of books. The legislative reference bureau receives an additional \$3,500. The legislature of 1915 adopted a resolution appointing a commission to investigate the necessity of a new building for the state library, supreme court, etc. This building has now been completed, and at this date (June, 1918) the library is being moved to its new quarters.

Virginia—The Virginia state library is an institution of unusual character; it has a large miscellaneous library with a separate law library for the court, each administered separately. The state library conducts a flourishing traveling library system, provided for in the laws of 1916,

which loans its books to people throughout the state. It also has a very good collection of raised letter volumes for the use of the blind. Not only has Virginia a great state library, but there is also a vast collection of state archives and manuscripts. The library publishes many volumes of historical and genealogical significance. Mr. McIlwaine, the state librarian, is a man of many affairs, who is making for the state of Virginia an institution of much worth and importance.

Washington—Mr. J. M. Hitt, state librarian, writes that their efforts are limited on account of proper legislative action. The legislature of 1917 made an appropriation for the biennial period of \$10,000 for the state library and \$28,400 for the state law library.

West Virginia—The state library situation in West Virginia is much like that of South Carolina. Mr. B. H. Oxley, the librarian, has no assistance except that of a stenographer; not even a messenger is provided. The library is primarily a law library for the use of the courts. The librarian is greatly handicapped on account of legislative neglect. The department of history and archives performs the functions of the general library.

Wisconsin—The library over which our honored president, Mr. G. G. Glasier, presides has been given an increase in its general expenses from \$7,125 to \$9,200, while for the development of the document department, purchase of law books, books of reference, works on political science and statistics, there has been an increase from \$3,000 to \$4,000. Legislation has been enacted to simplify the auditing of accounts.

Wyoming—The state library of Wyoming is rapidly coming to the front. The library has been moved into new quarters in a new wing of the capitol. The legislature of 1917 appropriated \$9,900 for new equipment and expense of moving. The librarian's salary was increased from \$1,500 to \$1,800 annually. An additional \$100 is paid to her as director of weights and measures.

The 1917 legislature appropriated \$1,000 to employ two persons to draft and prepare legislative bills, resolutions and amendments.

Miss Frances Davis, state librarian, resigned in 1917, and was succeeded by Miss Agnes R. Wright.

There followed a discussion on "The Legislative Reference Department," presided over by Mr. William E. Hannan, legislative reference librarian of the New York State Library.

THE LEGISLATIVE REFERENCE DEPARTMENT

Two questions relating to legislative reference work have been proposed for discussion; one is legislative reference work in war time and the other is, how to get the legislature to use the legislative reference bureau—in popular parlance, how to get your work over to the legislature.

On the face of it, it may appear that legislative reference work in war time is not different from legislative reference work at any other time; but I believe you will agree with me that every legislative reference worker who has had to do with the legislature since 1914, especially since our own beloved country got into the war, has had more questions thrust at him relative to European conditions as a basis for legislation in his own state than he ever had before. It will be necessary only to state a few questions in order to prove that statement. Take the question of the production of food and regulation of prices. That question was formerly taboo in this country; monopolies were in bad odor, and any attempt to combine to regulate the price at once brought down the maledictions of the people and of the courts and of the legislature. And now we seek to find out what Great Britain did, what France has done, in the matter of regulation of the production of foodstuffs and of maximum and minimum prices; what Canada has done; what Australia has done. The legislative reference worker has been taken out of his provincial attitude across into these other countries whose legisla-

tion prior to the war perhaps interested him only a little.

Then again come the new questions that are nearer home, such as legislation dealing with explosives, alien enemies, seditious matter in textbooks. We have gone along at an easy gait, having matter taught in our various histories and textbooks that now we are closely scanning; it has been brought to our attention by reason of this war that possibly principles are being taught to the growing boy and girl that really are seditious and should be closely scrutinized. So we have in the state of New York a law relating to the removal of seditious matter from textbooks when it is called to the attention of the Commissioner of Education of the State of New York.

Military training in schools is another war time piece of legislation in this country, entirely alien to our thought and to our education, until within the last few years. New York State, I believe, led the way in the matter of military training in schools; and now the question is being seriously considered in a number of states.

Another war time question relates to the care of the returned soldier. While largely a federal question, yet it is also a state question, because these men will be coming back to live in the cities where their welfare will have to be considered.

There is also the regulation of patriotic societies which are authorized by act of the legislature to care for the dependents of those who have gone abroad.

There is the question of the status of the soldier who has been suddenly called from private life to the colors, from a position which gave him such a fair remuneration, perhaps, that he may have entered into the purchase of a home or a farm. When his earning capacity stops, what is going to become of the obligation which he has assumed? That situation has given rise to the laws relating to moratorium. A number of states have adopted legislation relating to moratorium and we now, I believe, have a federal act which makes a provision for the care of

the debts of the soldier who has been called to the colors.

The result of the war, therefore, has been to broaden the horizon of every person connected with a legislative reference bureau. Formerly we had our attention directed to matters which, with the exception of some economic legislation such as rural credits, pertained to the states of our own nation, but now we are compelled to think in national terms and in international terms. We must be prepared to have ready for a member of the legislature or of his committee, legislation of all the allied countries dealing with such matters as relief and care of diseased or disabled soldiers, or the regulation of either prices or production of foodstuffs. For example, in New York when preparing a compilation dealing with food regulation and the control of prices, we wrote to Great Britain, France and Australia for first-hand information on the question; we asked not only for printed material but for their opinion as to the establishment of a minimum or a maximum price. Before the legislature convened we had this material ready in almost every instance. If it had not been for the war, the chances are that the legislature would not have been particularly concerned with what was going on in those countries, but no longer can any legislative reference worker be ignorant or fail to notice the trend of the social and economic and political conditions in all foreign countries. So much for legislative reference work in war time.

Now the second question, in regard to methods used to get the work of the legislative reference bureau before the legislature, or, in other words, to get the members of the legislature to use the legislative reference bureau. Some of you are more happily situated than we are in New York. You have the legislature perhaps in the same building. Here we have it across the street. Our problem was to get ourselves over to them, not to get them over to us, because they were sufficient unto themselves. The old and tried method is, as soon as the personnel of

the legislature is known, to send them circular letters expressing your good will to do for them whatever they would like to have done. They take that as a matter of mere politeness on your part and some politely acknowledge the receipt. After they convene, again you address a letter stating your readiness to serve them by supplying any information they may wish upon legislation which may interest them. This will bring sometimes a personal response, sometimes that of a clerk who comes in the name of his member, or sometimes a page or sometimes a telephone call or a letter. We get them in all these ways in Albany. We prefer, of course, the personal call; but as soon as we get them, one way or the other, I do get into contact with them personally; I make an effort to see those men regardless of how they may look upon me after they see me or what they may think that I am after. Of course, I am after nothing that they may have in the matter of political preferment or jobs or anything of that kind. I am there, you are there—we are talking now as a family of legislative reference workers—I am there or you are there to give them some information on some particular question in which they are interested. After you have exhausted your circular letter without breaking the ice, what are you going to do? You cannot, of course, meet every member of your legislature personally. You want to serve them but you are not there where they stumble over you; your bureau is not there between the assembly room and the senate room where they see you as they come in and out. You are distant. And they look upon you as an alien to some extent. Your position is non-political oftentimes. Sometimes it is political; and if it is political as a rule you will get more personal contact than you do, until they know you, when it is non-political. What are you going to do? You cannot meet them in open session, get a hearing. That would not be good policy. So you have to take the risk of advertising—printers' ink. It is a good thing to have a printed pamphlet

worked up on some question that some committee has been threshing out. Get the laws on that particular question, type them and then make a digest of them. Bring in your statistics if it is a question that calls for statistics; bring in the opinion of commissions and boards and of experts. Have it printed in such numbers that when the legislature convenes you can shoot it right in to them. That will bring some compliments from various members and requests for additional copies to send to some of their constituents. It makes you enthusiastic to think you have got that over. The response stops in a day or two with less result than you think you should have had. But the move has bitten off a little more of the trench (that is good war talk).

As a rule they won't throw the pamphlet into the waste basket because it pertains to the social or political or economic condition of the state; they will keep it, take it home with them. But they do not keep it before them. The next thing you need is something that will be before them most of the time. For this I worked out a legislator's request card which I made up in pads of forty or fifty. It reads like this:

W. E. Hannan,

Legislative Reference Librarian,

New York State Library.

I desire to use the following, which may be sent by bearer or delivered at.....

.....
[Signature].....

Books as follows.....

.....

Information on subject of.....

.....
Bills introduced or laws enacted in other states on subject of.....

.....

All the facilities of the State Library (telephone, Main 4700) are at the service of members of the Legislature.

I send that pad to every member of the legislature. They won't throw it away, because they will find it convenient as a writing pad if they do not want to use it otherwise. Every once in a while they

will stumble over it and say, "I believe I do want something," and fill it out and send it over to us. We have used it now for two or three years and it brings more and more requests every year. It is a practical little thing which shows that you are really interested, that you are not afraid to put your name down in writing and in front of them so that they can get acquainted with you.

But the best advertisement of all, in my judgment, is good hard work. Here is a bill before a committee in the Assembly dealing with lowering the fare for school children. Street railways do not want it or they are indifferent as to whether it goes through or not. But there are one or two members who are interested in that particular bill and who would like some help. A member will come to you and ask you for all the legislation that may be got together on that question and its constitutionality. You get it together and you type it and give it to him. Then you say to him, "Now I can go a step further with this. Let me make a number of copies to put into the hands of every member of your committee. This committee has not asked me for the material but they ought to have it." "Why?" "You are going to have a hearing on the bill, are you not?" "Yes." "The attorneys for the street railroads or the steam railroads will appear before the committee against the bill, won't they?" "Yes." "They will tell the committee that there is no such legislation in any state or if there is that it has been declared unconstitutional?" "Yes." "Well, this material which we have prepared shows that there are laws relating to the subject in some of the states and that they have been declared constitutional. Now let me help you and boost our work a little by placing in the hands of the committee a copy of the material which I have given you." He agrees. So we get to work and place in the hands of that committee, each member, the same material which he has, so that when the member appears before the committee to present his case, each member has the same data.

Whether they care for it or not, I don't know, but we have helped them settle the question, haven't we, by giving them authoritative information with references to sources? We do not put our own opinion into the piece of work at all.

That kind of work I believe every legislative reference library should do, not be content, for instance, to furnish a list of states having minimum wage laws, with references to the laws by states with the chapters. That means very little. It means, in the first place, that no elbow grease has been spent on the job. If instead you give the laws in full for every state that has a minimum wage law, and give in addition a digest of those laws and extracts from the reports of minimum wage commissions relating to them, and court decisions, federal and state, thereon, you have done a complete piece of work that nobody can find fault with. You have placed your bureau before a member of the legislature or a committee or the whole legislature in such a way that they have respect for you, whether or not they agree with your politics or know your politics or don't care whether you have any politics or not. They know that you are onto your job, are not afraid to work and not afraid to put the facts before them as facts without any coloring of your own opinion.

I do that kind of work for every member of the legislature regardless of his standing, regardless of whether he is a big member or a little member; the man who is little known receives just as good a job from me as the man who is well known and who is the leader of the senate or of the assembly. I go on the theory of "casting your bread upon the waters," and in New York we certainly need to do that.

Another thing we did this year in order to show to the legislature the character of our work was to print a little eight-page paper giving a list of the questions that had been presented to us and upon which we had done a great deal of work at the previous session. This alphabetical list includes such titles as laws gov-

erning automobiles, a compilation of the laws of thirty-four states; baseball, digest of laws of twenty-three states which prohibit sports or baseball on Sundays, and so on. I wrote a little letter enclosing this and sent it to each member of the legislature. It brought us more work; it brought us requests for the material listed, and it called attention to the character of the work we were doing and were ready and willing to do.

You will notice that preparation of some of this material meant the typing of 150 to 160 pages. That sounds big, but you cannot do legislative reference work unless you have a corps of stenographers and typists.

I am going to throw the question open to discussion.

Mr. GODARD: I think that we have all been helped, encouraged, inspired, by the description of the work that Mr. Hannan has been doing at the New York State Library, which, as we all know, has held the front rank in that line of work here in the east.

The Connecticut State Library has used one or two other means to get people to use its legislative reference department. It has been the custom, since we have had our new building separate from the capitol, to give the general assembly a reception; and at that time we have taken the opportunity to have all of our assistants on hand to lead the members around and let them see with their own eyes what we can do for them. Usually they are very much impressed—that is, the new ones—and are almost always sure to come back.

We also furnish the members with handy pads, with "Connecticut State Library" across the top on every sheet.

I think that the greatest help to making ourselves known that we have had has come from Connecticut's custom of never printing its bills until after they have been favorably reported by the committee to which they have been referred. In order that there might be somewhere accessible to the public and to the members of the general assembly copies of all bills

introduced, we started to photostat them—provided, that is, we could get them from the committees. The requests for copies of bills which in this way we were able to grant brought us lots of friends and lots of work.

Then we keep in the library a record showing the exact status of each bill. For each bill there is a card giving the date of its introduction, showing who introduced it, to what committee it was referred, when the hearing was advertised and held, whether or not we had received a stenographer's report of the committee hearing, the action on the bill in both houses, and finally, when it has been passed and sent to the governor for his signature, its number and chapter in the public acts or the special laws. We found that even the clerks of the committees to which the bills had been referred were looking to us to furnish this information. So we have found ourselves not only being used, but being used to such an extent that during the session practically all of our assistants are working on legislative reference work.

I spoke of the stenographer's report of the committee hearings. We get a copy of everything transcribed by direction of the committee. Between the sessions those committee hearings are thoroughly indexed and bound.

Mr. BROWN: I should like to hear Mr. Hannan's views on whether the legislative reference bureau should draft bills.

Mr. HANNAN: My experience in Nebraska has led me to be heartily in favor of having a bill drafting section attached to a legislative reference bureau. The main condition for the success of such a union is that the person in charge should know when to keep still; in other words, he should attend to his own business of legislative reference and leave legislation and the enacting of legislation to the men who are sent down there by a constituent body. At no time should he seek to interject into a bill any personal opinion that he holds on a question. The legislative reference worker is not elected to represent anybody in the legislature.

When he drafts a bill for a member, he should keep a careful record of the member's request and of the ideas which the member wishes embodied in the bill. Then if the member accuses him of interjecting his own opinions he can prove that he has not put any idea into the bill which the member did not want there. I am heartily in favor of combining the two functions into one section. It is a very economical plan. In addition the legislature can hold one person responsible more easily than two or three.

Mr. GLASIER: I move that we extend a vote of thanks to Mr. Brown and Mr. Hannan for presenting these two subjects to-night.

Mr. GODARD: I should like to add an amendment to include Mr. Small.

Mr. GLASIER: Certainly.

The motion as amended was duly seconded and carried.

The Committee on Resolutions, Mr. Milton J. Ferguson, chairman, then presented its report.

REPORT OF THE COMMITTEE ON RESOLUTIONS

The Committee on Resolutions, in less formal manner than has usually been the custom, desires to express the appreciation of the association for the consideration given it by the Executive Committee of the A. L. A. in the arrangement of program schedules and meeting places.

The committee records with deep regret the passing of one of the most energetic, wide-awake and constructive fellow workers, Mr. James L. Gillis, who for eighteen years was at the helm of the California State Library and brought that institution from a condition of inactivity to one of remarkably efficient service.

The committee deplores the renewal of activity on the part of the supposedly extinct political volcano and the loss thereby of a worthy colleague, Mr. C. B. Galbreath of Ohio.

Mr. SMALL: I move the adoption of the resolutions.

The motion was duly seconded and carried.

Whereupon an adjournment *sine die* was taken.